

# NATIONAL MUNICIPAL REVIEW

JULY 1953

VOLUME XLII, NO. 7

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# The National Municipal Review

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# NEWS for League Members

## 50 Local Groups Boost Conference

More than 50 civic organizations are represented on the local arrangements committee for the National Municipal League's 1953 National Conference on Government at Richmond, Virginia, November 8-11.

The committee is headed by L. E. "Duke" Marlowe who, as president of the Richmond Civic Association, played a key role in the civic re-awakening of the city a few years ago.

Members of the local committee are:

Mrs. Eva Barnes, Richmond Council of Women's Organizations; Mrs. W. C. Sowell, Northside Lioness Club; H. Mitchell Meyer, South Richmond Optimist Club; R. J. Begg, Highland Springs Civic Association; Mrs. Warren H. Spear, The Monacan Junior

Woman's Club; O. N. Coty, president, Ashlawn Civic Association; Mrs. Alfred T. Hove, Jr., president, Ginter Park Junior Woman's Club; Edward H. Holloway, vice president, Lakeside Civic Association; Venbon E. Kemp, executive director, Virginia State Chamber of Commerce; Harold I. Baumes, executive secretary, League of Virginia Municipalities; J. E. Small, Sr., Inter-Club Council; George S. Thompson, Northside Lions Club; W. O. McGhee, president, Fairmount Citizens and Business Men's Association; Conway C. Mundy, past president, Virginia Exchange Clubs; A. J. Kovacs, president, Richmond Cosmopolitan Club.

Also, Mrs. Giles C. Engledove, Presi-

(Continued on next page)

Local arrangements for the Richmond Conference are discussed by L. E. Marlowe, left, arrangements committee chairman, and Mayor Edward E. Haddock, seated; and, left to right standing, Edmond H. Brill, Richmond Chamber of Commerce; R. Westwood Winfree, president, Richmond Citizens Association; and Ed. P. Phillips, NML regional vice president. (Richmond News-Leader photo.)





# Coast Industrialist Picked by League

Carleton B. Tibbetts, president of the Los Angeles Steel Casting Company and chairman of the Los Angeles Citizens Budget Committee, was elected a regional vice president of the League at a meeting of the executive committee June 4.

He succeeds James L. Beebe, Los Angeles lawyer, who served as regional vice president for the last two and a half years and earlier had served as a member of the League's Council.

Mr. Tibbetts is a former mayor of San Marino, a suburb of Los Angeles, and recently completed service as chairman of the Little Hoover Commission in Los Angeles (see page 338).

Mr. Tibbetts is a former member of the National Labor Relations Board and Area War Manpower Commission and former chairman of the labor-management and establishments committees of the Los Angeles Community Chest.

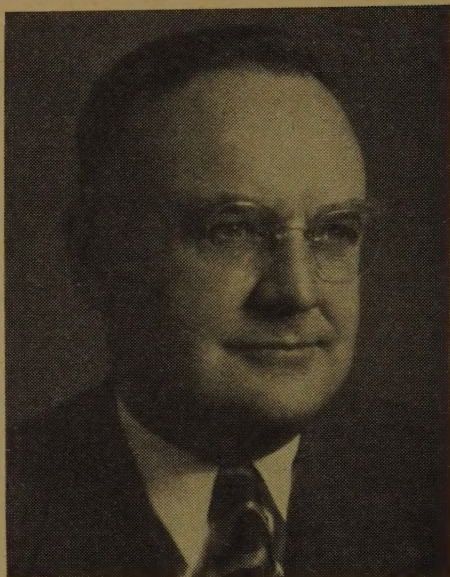
He is a director and former president, Metals Trades and Manufacturers Association; former director, Merchants and Manufacturers Association and National Association of Manufacturers; and former president and director, Los Angeles Chamber of Commerce.

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## 50 LOCAL GROUPS

(Continued from previous page)

dent's Council of Richmond Women's Club; Mrs. T. Preston Turner, Fifth District, Virginia Federation of Women's Clubs; Mrs. Arthur L. Knight, president, Richmond Housewives League; Mrs. Kenneth M. Mallory, Richmond Federation of P.T.A.s; Mrs. Charles Kessler, Catholic Daughters of America; H. I. Willett, superintendent, Richmond Public Schools; John F. Showalter, representative, Richmond Public Schools; Mrs. Douglas W. Lloyd, president, Thomas Jefferson



CARLETON B. TIBBETTS

Junior Woman's Club; Doris E. Kean, chairman, Business and Professional Women's Club of Richmond; Mrs. Wade H. Flippen, vice president, Swansboro Citizens Association; Mrs. Enders Dickinson, president, American Association of University Women.

Also, Harry L. Cohn, secretary, Old Dominion Civic Club; F. B. Tolson, Jr., Stonewall Court Civic Association; Ray R. Daniel, president, Optimist Club of Richmond; Frederick Olert, chairman, Richmond Ministers Association; Robert Edhols, president, Richmond Ministers Association; James M. Enroughty, president, Westover Hills Civic Association; J. Kenneth Daughtrey, president, Chesterfield Kiwanis Club; Robert O. Glover, president, Windsor Farms Association; Mrs. L. S. Edwards, Stuart Ridge-Brook Side Civic Association.

Also, Sherwood Reeder, Richmond city manager; Jewel Tyson, president, Westhampton Citizens Association; Mrs. D. Graham Mathews, American

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### Sabotage in the Legislatures

**O**UTRAGES against public decency and the democratic process regularly committed by state legislatures are a serious threat to the integrity and effectiveness of the American system of government that we are so ready to commend to benighted people in other parts of the world. Recent cases of legislative skulduggery in neighboring cradles of democracy, Rhode Island and Connecticut, are fair examples.

The 1953 Connecticut legislature suffered from a severe outbreak of "hallway piracy" which resulted in the "loss" of bills in transit between the two houses. A one-man investigation by Senator William P. Barber found that "four or five" bills had mysteriously disappeared in the late hours of the session and were just as dead as if they had been defeated by roll call in the second house. One such bill, unanimously approved in the Senate, was a 42-page uniform administrative procedures act weighing more than a pound, which had been prepared by the state's Legislative Council after a series of hearings. "It has gone into someone's pocket or it's been grabbed by some politician," concluded Senator Barber.

Another bill that was mysteriously lost was one passed by the lower house to give the people of Watertown the right to determine whether they wanted to change to a council-manager or mayor-council charter.

As a result of the recognized danger of such piracy, some senators personally escorted pet bills down the flight of stairs to the House Chamber.

The Rhode Island legislature, in a

special session called by Governor Roberts for the purpose of validating local election provisions in charters overwhelmingly adopted in four Rhode Island cities, turned Friday, June 12, into what the president of the Citizens League of Pawtucket called a "day of infamy." A former mayor of Pawtucket described the proceedings as "a mockery of government" which "was enough to turn the stomach of every decent person who was present to witness it."

The legislature, after reluctantly responding to pressure from the governor and local representatives of Newport and Woonsocket to validate their election arrangements, adjourned on a trick motion without acting on the Pawtucket and Central Falls charters. The "rape of Pawtucket" was stage-managed by Speaker Harry F. Curvin of Pawtucket at the behest of the lame duck politicians in the old two-house Pawtucket city council which had been overwhelmingly repudiated by the 23,244 to 3,127 vote for the new city charter scheduled to go into effect the first of next year.

Shenanigans of this sort are only a few of the ways in which too many of our state legislatures flout their responsibilities to preserve and strengthen self-government. Most of them devote far more attention to frustrating and nullifying majority rule than to correcting such obstacles to effective democracy as outmoded constitutions and unfair apportionment of legislative seats. Irresponsible, anti-democratic behavior in state legislatures makes the current effort to return more responsibilities

to the states seem almost hopeless if not downright dangerous. No government can in the long run be much stronger, more respectable or more

effective than its legislature. If democracy really must begin at home, we had better get to work on our state legislatures.

## People Need to Know

THE 1953 *Municipal Year Book*<sup>1</sup> reports that 402 cities over 5,000 population annexed outlying territory during 1952. This fact in itself is noteworthy for it indicates that municipalities have been taking over fringe areas at a rate unprecedented in recent years. During the previous year, the number of cities annexing territory was 309.

Equally noteworthy but highly disturbing is the claim that only one out of every five cities with annexation programs made much effort to explain to residents of the annexed areas how such action would benefit them. Among the few to do so were Milwaukee, Tucson, Boulder (Colorado), San Jose (California) and Lubbock (Texas). But what about the hundreds of others that acted less thoughtfully?

Therein lies the story of a municipal ailment which should receive thorough attention. Too often public officials lose sight of the human relations aspects of government. The democratic way requires that official action reflect popular demand and that even the most beneficial actions keep within the bounds of popular understanding.

Once all the "angles" unearthed by research and study have been thoroughly explored, the city should

act in a manner so straightforward as to inspire confidence on the part of all citizens concerned.

This means laying a bed of facts and impartial conclusions on the road toward annexation so that all may see. Government in our communities exists because people want certain services and a set of rules to live by.

The answers can and should be provided. Public meetings can be conducted, with experts on hand to explain the various phases of the program and answer questions. Personal and friendly letters can be written by the mayor or other high-ranking officials in answer to queries by mail. Newspapers can be provided with the findings of the planning commission as well as with the official convictions of the city government. Public officials can appear on radio and television and before civic associations to explain the proposal. Pamphlets can be prepared and distributed.

Whatever the means, the citizen should be convinced that nothing is being put over on him and that he will benefit.

Important strides have been made in the still young field of municipal public relations. Many cities are properly sensitive to the opinions of their citizens, but much more care is needed to help them understand what their governments are doing or planning to do.

<sup>1</sup>Chicago, International City Managers' Association. For a review of the 1953 edition see page 372, this issue.



# Norwich—A Streamlined City

*Merger with town and adoption of council-manager plan result in good government for Connecticut community.*

By MARTIN M. MASTERS\*

A TYPICAL New England community rich in tradition, Norwich, Connecticut, in 1951, took a bold forward step, consolidating two overlapping governments and adopting the council-manager form of government.

Norwich was first chartered in 1784, after having been settled in 1659 by a small group of Englishmen. It was an ardent Whig center in 1757 and, as the birthplace of Benedict Arnold, it later gained further political prominence. Its inhabitants were active in the pre-revolutionary movement.

Much of the area's early growth was due to its geography. Located at the junction of two rivers at the mouth of the navigable Thames River, fourteen miles from Long Island Sound, it soon became an important shipping center. Later the existence of natural water power helped it to develop into an important textile area. There were also other industries, such as firearms and light metal working. Norwich prospered until, in the late 1800s, it had the third largest total grand list (assessed property values) in the state. Now, textiles are the dominant factor in the community's economy.

While the town grew materially and economically, however, it re-

tained much of its early form of government. In 1946 the city of Norwich, located within the town of Norwich, was still operating under most of its original charter, with some amendments. The town functioned under the general statutes of Connecticut.

Not only was the city's charter unwieldy, it was ludicrous. It provided that the city's policemen must wear frock coats and helmets. Public hacks were prohibited from traveling through the streets at speeds of more than six miles an hour. This was in 1946.

The rest of the government of the town and city was as archaic as the charter. A complex type of multi-headed organization existed in the city government. There was divided responsibility between town and city which made it practically impossible to function efficiently.

The old city of Norwich was governed by an elected mayor, eight councilmen elected by districts and four aldermen elected at large. A treasurer, city clerk, tax collector and two sheriffs were also elected.

The council was subdivided into six council committees. Each was responsible for the details of administration. In addition there were fifteen boards and commissions, each of which operated as a separate fiscal and administrative unit.

In the old town government, the board of selectmen was vested with

\*Mr. Masters covers state government offices as a reporter for the *Hartford (Connecticut) Courant*. As a free lance writer also, he is author of various feature articles on municipal affairs.



administrative powers which were shared by seven boards and commissions.

There was a duplication of some services and a dual tax system whereby city residents paid both a city and town property tax at different dates. Property owners in the metropolitan area were subjected to almost the highest tax rate in the state.

High taxes and a lack of planning discouraged new industries from coming to Norwich. The area became a victim of the unstable textile industry.

#### City Survey Made

By 1946 certain civic-minded persons began to view the situation with alarm. Finally, the Connecticut Public Expenditure Council, a non-partisan citizen agency for the improvement of government, was asked to make a survey of the city and town administration. Completed in the summer of 1946, the study was revealing. It showed that what was once one of the most prosperous towns in the state had not kept up with the rest of the state in the present century.

A complete consolidation of city and town was recommended, with consolidation of executive authority in a strong mayor or city manager with a policy-making council. Also suggested was an immediate and complete revision of the city charter.

Other recommendations included: Establishment of a centralized accounting control; a merit system of appointment for employees and good-behavior tenure; a single highway department, permitting purchase of better equipment and more effi-

cient and economical operation; establishment of a single planning and zoning authority for the whole city-town area, to prepare a master plan and control subdivision development.

A Citizens Committee for Better Norwich Government was formed with 150 members on September 24, 1946, in an effort to realize some of the recommendations made in the study and to improve Norwich government.

But consolidation and a new form of government were not to be easily achieved. A bill providing for the consolidation of the town and city, presented in the 1947 General Assembly, was killed in committee by the machine politicians.

The Citizens Committee refused to admit defeat.

A bill for the consolidation of the city and town was reported favorably by the Cities and Boroughs Committee of the 1951 General Assembly, and passed by the legislature. Even the committee was surprised.

In July 1951, the voters of Norwich, in a referendum, chose consolidation. At a second referendum the following month, the citizens of the combined area voted for a council-manager plan charter.

A new nine-man nonpartisan council representing the consolidated city was elected in November. Four out of the six men proposed by the Citizens Committee were elected. Two councilmen not endorsed were also strong supporters of consolidation and the council-manager plan. Three members of the old council

were reelected. Two of them were in sympathy with the council-manager government.

Besides being nonpartisan, the council is also representative. Serving on the council are insurance men, a tile setter, a carpenter, grocer, chicken farmer and business men.

On January 1, 1952, Irving H. Beck, only 31, became the first city manager of Norwich.

When the newly-elected city manager and council assumed their duties, they were faced with the tremendous task of a complete reorganization of Norwich's antiquated and politics-ridden government. Until department heads could be appointed, the city manager, in addition to his duties under the charter, filled the posts of director of public works, director of personnel, director of civil defense, chief of police and director of welfare.

#### **Manager Plan Accomplishments**

A streamlining of the city government was the first accomplishment. All major department heads were selected on the basis of ability, after open competitive examinations, to set the pattern for merit appointments. Appointments in the classified service were made under a new merit system and supervised by a personnel board.

Now, instead of 22 separate boards and commissions, the number has shrunk to nine, as provided for in the revised charter. For the purposes of taxation, the old city and town are considered as two distinct tax districts with the old city district paying both district taxes.

Then began the task of making

long-neglected improvements. Facing the new administration were the poor condition of the sidewalks, narrow streets, ancient and inadequate storm and sanitary sewers, antiquated and neglected public buildings, fire stations and public schools.

Something had to be done about the rat-infested and smoky city dumps, inadequate and neglected playgrounds and the stagnation and economic strangulation which was being caused by antiquated zoning and an increasing traffic and parking problem.

Through the efforts of the city council, department heads, city employees and the city manager, much has been accomplished during the past year and a half.

Today there is a tighter control over spending in Norwich. Bulk purchasing at wholesale prices is now saving taxpayers money. Previously purchases were made in small amounts and at retail prices. A full-time purchasing agent has already saved the city much money, averaging about 35 per cent. Political favoritism has been eliminated in all city buying. Purchases are now made by open competitive bidding.

It is the policy of the new administration to get the most out of each dollar spent and to purchase locally except where market conditions or price competition make it necessary to go outside the city.

The tax rate for the first year included one and a half mills for both taxing districts for capital improvements. More than \$82,000 was set aside for pay-as-you-go financing of



some capital improvements to reduce the cost of borrowing. Long term bonds were thus avoided.

The new budget for the July fiscal year also includes a fund, two and a half mills, for pay-as-you-go financing of a new school and three-fourths of a mill for both districts which will be used for capital improvements.

Renovation of the city hall is nearing completion with cash from the capital improvement fund, without borrowing money. Other capital expenditures from current funds include the resurfacing of streets and the cash purchases of such items as a street sweeper, garbage disposal and collection equipment, traffic lights and other needed improvements.

Public works employees now enjoy a 40-hour week and overtime compensation. There are uniform allowances for both the police and fire departments, group insurance and hospitalization benefits for employees, shorter hours for city hall workers and other fringe benefits provided by new personnel practices.

#### **Traffic Problems Tackled**

Steps have been taken to alleviate the multitude of traffic problems. The council has permitted the employment of a competent firm of traffic engineers to cope with the traffic and parking problem. A comprehensive traffic signal program, funds for which have just been authorized, will help to relieve congestion in the downtown area.

Other accomplishments include a new recreation program developed by the superintendent of recreation and the recreation advisory board

which has resulted in a modern playground system.

The city and town public works departments have been consolidated into a unified organization which has resulted in more effective street cleaning and maintenance, better care of parks and cemeteries. Operations will improve as new and more efficient equipment replaces worn-out apparatus.

Fire hazards, unchecked for years, are now being exposed in a rigid fire inspection program. The fire department has also launched an extensive training program.

Police prowler car zones have been extended to provide better protection in the city consolidated district. And the old town district now gets full-time police protection from a radio-equipped police car.

There's no fixing of parking tickets here since the city introduced a new envelope-type parking ticket which has received nation-wide notice. The ticket is addressed and stamped, resulting in prompt payment.

Since the new administration has gone to work city employees first received a 5 per cent across-the-board pay raise. Then the council adopted a new comprehensive pay plan based on a job classification study affecting 500 employees. New increases range from 7 to 14 per cent and most inequities between the old city and town have been eliminated.

The sanitary land fill method of garbage disposal will soon replace Norwich's ever-smoking dumps which have for years served as breeding grounds for rats.

(Continued on page 350)

# Metropolitan Area Merges

*Toronto and twelve surrounding communities join hands to create the 'Municipality of Metropolitan Toronto'.*

By ERIC HARDY\*

AN achievement of interest to metropolitan areas everywhere has focussed attention on Toronto, Canada. On April 15 that city and its twelve immediate suburbs became partners in a new government, the Municipality of Metropolitan Toronto. Created by an act of the Ontario provincial legislature, the Toronto federation is rated as the most significant metropolitan development since the organization of the Administrative District of Greater Berlin in 1920. Jurisdiction of the super-government covers 245 square miles and takes in six times the area of the city proper. Inclusion of some half a million suburban residents brings its total population close to 1,200,000.

Divided jurisdiction in metropolitan areas has become one of the most acute problems of local government on this continent. Its far-reaching effects are indicated by the fact that, in Canada today, more than two-thirds of the total population is living in 31 major urban areas ranging from forty thousand to one and a half million people. The position of the United States is similar. And everywhere, responsibility for essential municipal services has been

split up among independent municipalities or farmed out to special authorities.

Frequent efforts have been made to cut through these growing complexities of urban administration. But, in the larger metropolitan areas, measures which have been adopted can be regarded as no more than partial solutions—often of the makeshift or stopgap variety. Against this common pattern, the comprehensive legislation uniting greater Toronto stands in bold relief.

The only parallels to Toronto's metropolitan federation are those of London, Berlin and, to a lesser extent, New York City. The Toronto plan comes closest to the London County arrangement but it has a number of unique features. Its Metropolitan Council numbers 25 and includes the twelve heads — mayors or reeves — of the suburban municipalities and twelve representatives from the city. City members are the mayor, two of the four controllers (elected by city-wide vote) and one of two aldermen from each of nine city wards. The officials named to the metropolitan body are those who received the higher votes at the last local election. For the remainder of 1953 and throughout 1954 the chairman is an appointee of the provincial government, Frederick G. Gardiner, a lawyer, former reeve of Forest Hill Village and chairman of the Toronto and York Planning Board.

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\*Mr. Hardy is director of the Bureau of Municipal Research of Toronto as well as the Citizens Research Institute of Canada. He was a member of the Committee on Metropolitan Problems of the Civic Advisory Council of Toronto, which submitted its report in 1951.



A metropolitan school board is similarly selected. It has 22 members, the ten chairmen of suburban school boards, chairman of the Toronto board and nine trustees representing the nine city wards. The remaining two are separate school representatives (Roman Catholic) whose participation is limited to business affecting the secondary schools. The school board has chosen one of its own number, Dr. John Long, as chairman.

In London 50 years ago, local municipalities (boroughs) were created to form the county federation. The federation in Toronto links thirteen established municipalities which vary greatly in both population and area. The city, with a near-static population of 667,000, is made an equal partner with the twelve suburbs whose population of 467,000 is growing rapidly. Each suburb has equal representation on the metropolitan council despite the fact that two townships are nearing the 100,000 mark, whereas the three smallest municipalities are each well under 10,000.

In providing for members of the metropolitan council and school board to continue their major responsibilities in local councils and school boards, the plan follows the pattern of county government which has been in operation in the province of Ontario for over a hundred years. Cities, however, have never formed part of the county system. It remains to be seen whether in the larger field of metropolitan government the plan of dual representation will prove adequate to provide the

kind of leadership required. There may be some question, as well, regarding the wide divergence of representation to population.

The metropolitan authorities have the rest of 1953 to prepare for responsibilities to be assumed January 1, 1954. The metropolitan council has been given complete charge of assessment of real property and new valuations have already been made for them by a provincial board. Beginning next year, the uniform basis of assessment will govern both local and metropolitan levies. Local municipalities will send out the bills and collect taxes not only for their own purposes but also for the metropolitan municipality.

#### **Metropolitan Council Duties**

The metropolitan council will take over supply and wholesale distribution of water to local municipalities, operate trunk sewers and sewage treatment plants, establish a metropolitan roads system and assume final authority for public transportation services. The latter will be operated by the Toronto Transit Commission which takes over from the City's Transportation Commission with added suburban representation.

The twelve suburban municipalities are to be separated from the county of York and former county functions will be established at the metropolitan level. These include administration of justice — the one service operated jointly by city and county—aid to public hospitals and certain welfare functions, notably, hospitalization of indigents, homes for the aged, statutory children's aid

responsibilities and financial obligations for people committed to training schools and female refugees.

The metropolitan municipality will be made responsible for broad land-use planning, including supervision of local planning, zoning and subdivision operations of the thirteen area municipalities. It also becomes the senior municipality on a regional metropolitan planning board. How far the jurisdiction of this planning body will extend beyond the borders of the metropolitan municipality has yet to be determined. Metropolitan Toronto is given concurrent powers, along with local municipalities, to undertake municipal housing and re-development projects. It may also designate and develop metropolitan parks and recreational areas.

#### **School Board Duties**

The metropolitan school board is to make regular payments to local school boards sufficient to maintain a satisfactory uniform standard of schooling throughout the thirteen municipalities. The board will assume the debt liability outstanding against all present school buildings and have financial responsibility for future construction which qualifies for grants from the province. The board will meet its obligations from metropolitan taxation and as the future recipient of provincial grants. Individual local school authorities may undertake added expenditures, both capital and current, in order to provide better than average facilities and services; but they must obtain metropolitan assent and meet the cost through additional levies on their own taxpayers. The board will

authorize school sites and plans, delineate school attendance areas and take primary responsibility for transportation of pupils.

Sole authority to incur new indebtedness on behalf of all the municipalities, school boards and associated boards and commissions throughout the area is given to the metropolitan council. Except for debenture liabilities which the metropolitan council has been specifically required to assume, present debentures continue as a direct responsibility of the thirteen local municipalities.

Except for some former county functions, already listed, which could hardly have been assigned to the local municipalities, responsibilities given the metropolitan council seem to have one thing in common. They are, those which had proved the greatest barrier, for financial or other reasons, to orderly metropolitan expansion. The transfer of major services left with the local governments might be expected to bring economies or increased efficiency. Examples include policing, fire protection, libraries, public health services and control over building regulations. Public relief costs should obviously be pooled in the interest of equity. It is notable that no provision is made in the act for the later transfer of any of these service responsibilities.

Toronto has made some 45 annexations of surrounding territory. The last major addition, however, preceded World War I, so that the overflow has been building up for 40 years.



An administrative tribunal, the Ontario Municipal Board, has authority to deal with boundary problems. Concern with the Toronto metropolitan problem is far from new. But the present federation results directly from two applications to the board, in 1947 and 1950. The earlier, put forward by the suburb of Mimico (population 12,000), asked for an interurban administrative arrangement; the later, filed by Toronto and supported by Mimico, sought outright amalgamation. After protracted hearings and lengthy sifting of evidence, the board reported in January of this year, rejecting both applications, then went outside its legal responsibility in putting a proposal to the provincial government for a metropolitan federation. The main recommendations were quickly accepted by the government and written into the act of federation.

Two major changes were made. The Ontario Municipal Board had proposed a small appointed council with equal representation by the city and the suburbs, and a chairman chosen by the province. It was to be replaced later by a directly-elected body. Councillors' terms were to extend over at least three years—in contrast with present one-year terms in all local municipalities but Mimico, whose council sits for two years. Along with the new plan of council representation, the province introduced the plan for a separate metropolitan school board. The Ontario Municipal Board had felt that the job of school planning and financing could be handled by the metropolitan council.

Certain difficulties which may be in store for the new federation have already been indicated. The two-fold responsibilities placed on metropolitan councillors and school trustees is a threat to competent consideration of policy problems. And the fact that all but two of the elected members must be prepared to face yearly election contests detracts further from their capacity for service.

#### **Hazards of Plan**

Chief goal of the federation is to undertake and implement long-range planning; yet this is the job which representatives chosen by the present method might be considered least capable of handling. Another hazard of the particular plan of federation is its failure to base representation on population. There is also concern already that city and suburban members may tend to line up as two opposing camps.

While suburban municipalities have been used to a two-tier structure of local government, they are likely to find the new federation quite a different proposition. The major responsibility of those who sit on county councils is to their own local municipalities. Under the metropolitan setup, however, the position is reversed. The sharp reduction in the powers of local municipalities should not lower the caliber of candidates because the way to metropolitan office is through election to a local council or school board. But the real interest of representatives in services that remain local may fall off considerably. In any event, the proposed division of functions will increase the complexity of civic administration and add to costs.

Acute problems of local government in the modern metropolis are largely a by-product of the automobile, the shorter working day and related developments. Taken together, they have fostered a degree of mobility in the living habits of the people that was unthinkable a generation ago. The separation that has become possible between homes and businesses has fostered the growth of independent suburban municipalities, while at the same time linking their interests more and more closely with those of the central city. Growth of population has gradually joined the city and its neighbors in one continuous urban community. But municipal governments have held doggedly to their independence. Divided jurisdiction has given rise to serious inequalities in the tax capacities of the individual municipalities and has frustrated metropolitan planning and service developments.

#### **No Plans for Expansion**

Toronto's metropolitan federation has joined the areas of continuous urban development for selected major services. Its boundaries include some room for growth but satellite communities are left substantially outside its authority. Exceptions are the wider planning area and the authority given to the metropolitan municipality to seek and enter into agreements with adjacent municipalities for the extension of water supply and public transportation services. A regional body will also control certain feeder roads outside the metropolitan boundaries. Nevertheless, the new federation

does no more than to cut away the acute problems of divided jurisdiction. It makes no declared plans for future changes in jurisdiction.

There are two ways in which such adjustments might proceed. Within the present area of federation, there might be a gradual transfer of services to the metropolitan level so that eventually a single government could take over. Beyond the present area of metropolitan government, a new federation might be created embracing the outer suburbs. There is nothing in the legislation to facilitate either of these developments.

In 1949, a committee which studied Toronto's metropolitan area problem defined the area as including ten municipalities beyond the present area of federation. At that time, the population of the outer suburbs stood at 43,000. Today, the figure exceeds 65,000. Moreover, Pickering Township, which lies directly east of the federated area, should now be considered as coming within the metropolitan orbit. Its population has reached 11,000 and is increasing rapidly.

The idea behind the Toronto federation is not new, either in Ontario or elsewhere. Such a proposal was circulated by the Ontario cabinet minister responsible for municipal affairs back in 1923. Amalgamation, annexation, federation and unification of selected services have all been considered at length in Toronto and in many other metropolitan areas. The Victoria state legislature brought in a federation bill for greater Melbourne, Australia, 40 years ago, but

(Continued on page 363)



# Manager Counties Evaluated

*Operation of plan in Virginia for past fifteen years has resulted in efficient government and substantial savings.*

By **GEORGE W. SPICER\***

VIRGINIA has more counties operating under the manager plan than any other state. Some of them have had the plan for nearly two decades. Experience covers five counties — Arlington, Albemarle, Henrico, Warwick and Fairfax. All except Arlington have operated under the Optional Forms Act of 1932.<sup>1</sup> An act of 1930 applicable only to Arlington provided a partial or limited manager plan for that county which was approved by the electorate and became effective in 1932.

Warwick, which adopted the manager plan in September 1944, voted to become a city after an impressive record of seven years. This action was taken primarily to avoid the threat of annexation by the city of Newport News. On November 7, 1950, Fairfax County adopted the county executive form by a substantial majority and the new government went into effect in 1952.

This article will be confined to a consideration of the record of those counties operating under the Optional Forms Act of 1932 but Fair-

fax is not considered because of the brevity of its experience.

The dominant purpose of the Virginia Optional Forms Act was to afford the people of the counties the right to choose, within appropriate limits, their own form of government — a form suitable to their needs, capable of rendering efficiently the services demanded by them and subject at all times to their control. Indeed, this act grants to the people of the counties for the first time the opportunity for some measure of home rule. Thus it has been the contention of the advocates of the new system that, if given proper support by the people, it would result in better public service at a more economical cost and in more effective popular control of local government. On these points the record has not been disappointing.

It may not be surprising that the most obvious and impressive results have been realized in the operation of the fiscal affairs of the county. For example, in Henrico's department of finance, which took over the duties of the former elective offices of treasurer and commissioner of the revenue, as well as the purchase and distribution of supplies and the supervision of accounts, more efficient service at more than 25 per cent less cost than under the old system was realized the first year. At the end of ten years in 1944, this department was still operating at

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\*Dr. Spicer, professor of political science at the University of Virginia, was a member of the Virginia Commission on County Government which proposed the optional forms of county government he describes. He is author of *Fifteen Years of County Manager Government in Virginia* (1952).

<sup>1</sup>For a description of this act see "County Manager Government in Virginia," by Charles J. Calrow, the REVIEW, March 1938, page 148.

approximately \$1,500 less than the cost of the offices of treasurer and commissioner of the revenue in 1933, although the cost of those functions in Virginia counties generally had increased more than 15 per cent within this period. This, of course, does not take into consideration the performance of two important additional activities by the department of finance, namely centralized accounting control and purchasing.

#### **Fiscal Affairs Consolidated**

In this department, headed by the director of finance, are consolidated all fiscal records for all departments of the county government, including schools. Here invoices are audited before payment, which is made promptly in order to take advantage of cash discounts. All collected taxes, fees and other revenues are paid promptly into the department of finance and all receipts, expenditures and debt service requirements are properly accounted for in strict accordance with the law and the requirements of the state auditor of public accounts.

It is possible at any time to compare the total expenditures in any given expense classification with the amount appropriated by the board of supervisors for that item. Each month heads of spending departments are sent a statement showing the appropriation and accumulated expenditures to date for the current fiscal year.

These improved accounting and bookkeeping methods afford the residents of the county up-to-date information regarding the financial condition of their local government at

any time, and all of this information is available in one office.

It is not easy to estimate the indirect savings resulting from the greater efficiency of this department over the old fiscal offices but it seems safe to say that they are greater than those directly reflected in the appropriation to the department. For example, improvements in tax collection methods resulted in the more effective collection of taxes, both current and delinquent. Tax delinquency was reduced from 22.1 per cent for the 1933 levy to 14.9 per cent for the 1935 levy, to 6.8 per cent for the 1943 levy.

Likewise the institution of more efficient methods in the handling of insurance on county property resulted in a saving of approximately 20 per cent on this important item. Centralized purchasing covering supplies, equipment and contractual services used by all departments, including the school system, has resulted not only in more satisfactory purchasing but also in substantial economies.

New tax assessing methods brought both an increase in revenue and a more equitable distribution of the tax burden.

In summary, during the first decade of Henrico's manager government, the cost of overhead administration in relation to the total county budget was greatly reduced; a substantial portion of the bonded indebtedness of the county was paid off; the surplus and reserve funds were substantially increased; and the tax rate was consistently lowered until 1944, when an increase in the



general county levy was rendered necessary by the loss of revenue through annexation of part of the county by Richmond, increased school costs and the general increase in costs incident to war conditions.

If this record had been purchased at the cost of positive service to the people of the county, it would have been a sorry bargain. Efficient fiscal management and other housekeeping functions are essential means to ends but they are important only to the extent that they promote and render secure direct positive services to the people.

But such has not been the case in Henrico. The value of the tax dollar increased in terms of education, public health, public welfare, public works, law enforcement and other social services. Appropriations for all of these services were increased, resulting in expansion or improvement or both, all along the line.

From the point of view of effective popular control, not the least merit of Henrico's manager government has been its system of reporting to the people full information regarding all activities of the government in an attractive and understandable manner. Every month the manager's report to the board of supervisors is mailed to every citizen who requests it. Herein is set forth the activities of each department for the period covered, its accomplishments and future plans and a financial statement showing the cost of the services rendered by each department.

The annual report of the county, published after an audit by independent auditors, summarizes the

activities of all departments and makes comparisons with previous years.

Each year with the tax bill is enclosed an interesting little staffer giving a brief summary of county services and their costs. As a supplement to the annual budget, the manager prepares a budget letter which summarizes any changes in expenditures and revenues or tax rates and, by comparison on a percentage basis, gives a clear picture of estimated resources and proposed expenditures for the following year.

Through this excellent system of reporting the citizens are enabled not only more clearly to comprehend their local government but also more effectively to control it.

#### **Albemarle's Progress**

Similar, if somewhat less impressive, results were achieved in Albemarle County during the same decade. Here we have the experience of a rural county operating under the other alternative provided by the Optional Forms Act, the county executive form.

Here, too, a vast improvement in the conduct of the financial affairs of the county took place. More effective methods of budgeting, accounting, purchasing, tax collection and custody and control of expenditures under a unified department of finance saved money in overhead which went for positive services demanded by the people. Thus the first decade of the new system in Albemarle brought increased appropriations for law enforcement, public welfare, public health, education and the improvement of agriculture,

thereby making possible expansion or improvement in all of these important services.

Urgently needed capital outlays in the form of new school buildings, a large and well equipped new county office building, the restoration of the ancient courthouse, a new county shop and warehouse and a summer camp for 4-H Clubs were made.

Yet within this same period the tax rate was reduced in each of the districts of the county and the general fund surplus was substantially increased. Thus again, positive services were expanded or improved with no additional burden upon the taxpayers of the county.

#### Recent Experience

The foregoing facts are based on the experience of the first ten years under the Optional Forms Act, the period from 1934 to 1944, and do not reflect to any considerable extent the influence of the sharp inflation occasioned by World War II and later by the Korean War. Needless to say, therefore, the happy situation set forth above did not continue in any absolute sense. In the years following 1944 tax rates rose and expenditures increased at an accelerated pace. But in a relative sense the record still stands, for administrative costs in the counties of the state generally increased substantially more than in the county manager counties without comparable improvement in their positive services.

Henrico with a 1950 population virtually double the estimated population of 1944, and most of it in such concentration as to require urbanized services, has inevitably required a

great expansion of positive services. This expansion was most marked in the departments of education and public works.

Total expenditures for schools rose from \$518,808 in 1944 to \$1,393,090 in 1949. The average yearly compensation of teachers rose from \$1,218 in 1944 to \$2,200 in 1949.

Expenditures of the department of public works increased from \$118,084 in 1944 to \$411,359 in 1949. New water mains and many water services were installed. New sewerage systems were completed and in 1945 a new sanitary district was created and a public water system and fire protection were provided.

Road mileage in the county was substantially increased in this same period. Smaller, but substantial, expansion occurred in such functions as welfare, health and law enforcement.

In the light of these expansions and improvements, it is interesting to compare the increase in costs of government in Henrico with that of the counties of Virginia as a whole. Total expenditures for operation and maintenance in all the counties of Virginia increased by 102 per cent from 1944 to 1949. In Henrico the increase was 127 per cent. This comparison is, of course, meaningful only when considered in relation to increases in population, concentration of population and the scope and quality of services rendered. The aggregate population of Virginia counties increased 20 per cent from 1940 to 1950 whereas the population of Henrico virtually doubled from 1944 to 1950. Furthermore, most of this population is of such density as



to require most of the services performed in the cities in addition to the general countywide services.

Similar progress has been made in Albemarle since 1944. The accounting and administrative procedures of the department of finance have been toned up and improved. As the result of recent improvements the county now has one of the most efficient property identification systems in the state as well as one of the best sets of tax records.

The government of the county has continued to expand and improve its direct services to the people in response to growing needs and popular demand. The greatest recent expansion has been in the field of public education. Appropriations for the operation of schools increased from \$288,885 in 1944 to more than \$700,000 in 1951.

#### Warwick's Experience

But the most impressive of the recent developments in Virginia county government is the highly successful operation of the manager plan in Warwick County (now the city of Warwick).<sup>2</sup> On September 19, 1944, the voters of Warwick adopted the county manager form of government by a vote of slightly more than three to two. The large influx of new people in the three or four years preceding the adoption of the new government doubtless contributed much to this result. The population of the county had increased from 9,248 in 1940 to nearly 34,000 in 1944 as estimated by the Bureau of

the Census. The 1950 population was approximately 40,000, representing an increase of 323.6 per cent in the ten-year period.

The demand for new services resulting from the rapid increase in the population and urbanization of the county led in turn to a demand for a more efficient and more responsible system of local government to plan and administer these services. This change was doubtless rendered less difficult by the fact that these people had not become the beneficiaries, or the supposed beneficiaries, of vested political interests and had not formed any strong personal ties with those political forces of the county bent upon maintaining the *status quo*.

The voters of the county elected a new board of supervisors at the November election of 1944, which in turn appointed an entirely new school board. The new board of supervisors organized and put into effect the county manager form of government on January 1, 1945, with J. C. Morris as county manager.

It is doubtless well known that the position of the board of supervisors is greatly strengthened under the Optional Forms Act of 1932. One of the most important duties of the board of supervisors under the manager form is the appointment of the county manager. He is their responsible agent for whose acts they are in turn responsible to the county electorate. The law provides that the manager "shall be responsible to the board of county supervisors for the proper administration of all the affairs of the county which the board has authority to control."

<sup>2</sup>See "Virginia Counties Turn Cities," by James E. Pate. The REVIEW, September 1952, page 387.

Moreover, "As the administrative head of the county government for the board of supervisors," he is further required to "supervise the collection of all revenues, guard adequately all expenditures, secure proper accounting for all funds, look after the physical property of the county, exercise general supervision over all county institutions and agencies, and . . . coordinate the various activities of the county and unify the management of its affairs." His responsibility to the board of supervisors for the proper administration of the affairs of the county is spelled out in detail in another section of the law.

#### **Skillful Manager**

These managerial duties were infused with special vitality in Warwick, where the supervisors appointed a skillful and tactful administrator with unusual insight into the implications of his office. Manager Morris has a penchant for good administrative organization and smooth, efficient operation of administrative function. He seems to be able to keep his finger on every activity of the county government, as it were, without interfering with the proper discretion of the person immediately in charge of the activity. This kind of administrative leadership makes for respect, loyalty and cooperation in the public interest on the part of employees.

Placing of the financial functions of the county in one department was of especial importance in Warwick where, prior to the adoption of the new system, these activities were scattered among a half dozen offices

and agencies with no responsibility to any single source of authority. In addition to the commissioner of the revenue, the county treasurer and the county clerk, there were three boards—an ex officio finance board and two appointive boards. Thus the department of finance took over functions previously performed by several different agencies and in addition many activities not previously performed by any agency.

This concentration of financial activities of the county into one department under a single director appointed by and responsible to the manager has vastly improved the efficiency of the county's fiscal system, reduced measurably the audit costs of the county and made readily available in one place information that was previously difficult to obtain. By this streamlining of the financial system of the county, aided by modern bookkeeping equipment, it is possible and even simple to determine at any time the exact financial status of any agency of the county. This was clearly demonstrated to the writer in numerous instances on the occasion of an examination of the Warwick system.

The fiscal procedures for which the director of finance is responsible under the direction and supervision of the manager include the preparation of budget estimates, assessment of property for taxation, collection and custody of public funds, control of expenditures, purchase and control of supplies and services, and debt administration.

In connection with Warwick's purchasing system extremely interesting



and important features are the maintenance and operation of a fully equipped shop to repair and service the motor equipment of the county, including that used by the school system, and the operation of a county "store" for the sake of economy. The purchasing agent is also a skilled mechanic and is in immediate charge of the county's (now the city's) shop, garage and store. His office as purchasing agent, the garage and store, are all combined in the same building.

#### **Purchasing Program**

The county store is stocked with all the supplies and equipment needed for the operation of some one hundred pieces of motorized equipment and for the maintenance of all public buildings of the county. Even personal articles of employees peculiar to their occupation, such as rain coats, rubber boots, hats and gloves, are carried and sold at cost to employees.

Nothing is taken from the store except on requisition. An up-to-the-minute inventory shows the date each item is received in the store, when it is taken from the store and the remainder and exact location of items in stock.

The work of the department of finance, the scope and variety of which can only be suggested here, is indeed a far cry from those duties formerly performed by the two offices of treasurer and commissioner of the revenue. Yet the cost of these manifold functions in 1948 was only 30 per cent greater than the cost of the narrower functions performed by

the two previously existing offices in 1944, despite the fact that the total budget of the county had doubled in this period in response to the growth and density of population. The cost of operating the offices of treasurer and commissioner of the revenue in the counties of the state as a whole had in this same period increased 61 per cent.

The record of Warwick in direct services cannot, of course, be recounted within the limits of this article. In summary it may be said that the operation of the manager plan in the county saw old services expanded and improved and many new services undertaken to meet the needs of a rapidly increasing population and the conditions incident to a highly concentrated population.

This was accomplished with no increase in the tax rate other than 30 cents on each \$100 of assessed valuation to finance bond issues — chiefly for school buildings — voted by the people in 1947. The new fiscal system operated with impressive efficiency to meet the needs of these services and at less proportionate cost than the old system. The democratic process was strengthened through an effective system of accounting and reporting as well as through the fixing of more definite lines of responsibility for officers and employees of the county.

Now there has been nothing miraculous or incredible in this record. It is probably no more than could reasonably be expected of a competent personnel under competent and skillful leadership equipped with tools suitable for its tasks.

## Stronger 'Manager' Urged for Los Angeles

### *Little Hoover Commission Issues Its Final Report*

**I**N contrast to the present disjointed organization of municipal activities lacking effective coordination, the Los Angeles Commission for Reorganization of City Government recommends in its final report greater centralization of executive responsibility and the placing of most city functions under the present city administrative officer, making him a city manager to a large extent.

This position was created by a charter amendment proposed by the reorganization commission and approved by the voters in May 1951, but the administrative officer has been primarily a budget director. The new proposal would give him charge of twelve departments in addition to budgeting — administrative services, personnel, police, fire, public works, building and safety, social service, recreation and parks, receiving hospital, library, animal regulation and press relations.

The health and municipal art departments, which the commission believes should be consolidated with corresponding departments of Los Angeles County, would also be under the city administrative officer for the time being.

Commenting on the present organization the report says, "When it is remembered that nineteen departments are involved, each managed by a five-man commission, it becomes apparent that no one person could give detailed consideration to the operation." Such commissions would be relieved of their

administrative duties and become advisory and appeals boards, except in the case of semi-independent proprietary departments — water and power, harbor and airport. These departments, together with broad planning agencies, would remain directly under the mayor and council. The mayor would appoint, subject to council approval, the members of all boards and commissions, as well as the city clerk, treasurer and public defender.

The city administrative officer would, as at present, be appointed by the mayor, with majority confirmation by the council, and could be removed by the same process or by the council on its own motion and with two-thirds majority. He would appoint the heads of all departments under him, but with the consent of the mayor and council and, for the present, subject to merit system regulations.

The council would be elected by districts for four-year staggered terms — which method was approved by the voters on April 7, 1953. All of its quasi-administrative duties would be transferred to various departments, leaving it free for policy determination. It would hold weekly meetings.

The mayor's veto power would be retained.

The city controller and the city attorney would continue to be elected.

The commission did not make studies of the proprietary departments, because of lack of time and facilities, but recommends that such studies be instituted.

Reorganization of the civil service system is urged, both as to administrative organization and internal procedure, to establish the principles of a real merit system. The new position of director of personnel would be



created, with supervision of personnel selection, pensions, retirement systems and workmen's compensation insurance. The commission also proposes establishment of a single agency to determine salaries and wages for all city employees. Annual adjustment of pension benefits to cost of living is recommended.

Other proposals include one that all municipal elections be coincident with the regular county and state elections, where possible; the elections to be conducted by the county registrar of voters rather than by the city clerk.

### ***State Reorganization Group Carries on in Washington***

Although its recommendations were defeated by defenders of the status quo, at both the regular and a special session of the legislature of the state of Washington,<sup>1</sup> the Committee on State Government Organization—also known as the Shefelman Committee or the Little Hoover Commission — is preparing to convince the 1954 legislature of the need for its proposals. As stated by the *Seattle Times*, "Shefelman Committee members expect to re-examine all of their recommendations and perhaps take off some of the rough spots which enabled the opponents to manufacture their campaign against the program. They also may extend their studies into new fields, working closely with the state legislative council. . . ."

"The tentative plan of the committee is to complete its work well in advance of the 1954 legislature, perhaps five or six months before the session convenes, and to hold public hearings before the final bills are drafted."

### ***Tennessee Convention Submits Constitutional Amendments***

The limited constitutional convention elected last November in Tennessee recessed on June 5 until July 14, after reaching agreement on the six subjects with which it was authorized to deal. When it reconvenes, general discussions will not be reopened. The only matters to be dealt with will be corrections of errors discovered in the language of the proposed amendments.

The following six changes have been proposed:

1. The governor's term is to be extended from two to four years; he is barred from immediate reelection.

2. The governor's veto powers are broadened so that he may veto items in appropriation bills.

3. The pay of legislators is increased from the 1870 stipulation of \$4.00 per day to \$10.00, plus \$5.00 per day expenses. Regular terms continue to be limited to 75 days in two years.

4. The poll tax is completely removed as a prerequisite for voting, an end gained some years ago by statute, which has not been contested.

5. The constitution may be amended in two ways: (a) by approval by two successive biennial state legislatures, plus approval by the voters in a referendum by a majority equal to a majority of all votes cast for governor in the most recent election; or (b) by a constitutional convention, with the specific provisions validating conventions limited to consideration of stated portions of the constitution.

6. Home rule is conditionally placed within reach of each city and town to this extent: (a) if home rule is approved by the local legislative or governing body, or (b) if approved by the voters of the city or town, then home rule as extended in the constitution becomes effective in such municipality and no longer may the state legislature enact a local bill applicable to such city

<sup>1</sup>See the REVIEW, January 1953, page 34, and May 1953, page 237.

or town. The only home rule offered to counties is this: A local bill enacted by the state legislature does not become effective until the governing body of the county affected, by two-thirds vote, approves it and submits the bill to approval of the voters of the county in a referendum.

According to the *New York Times* of June 14, delegates were fearful that revision of the amending process might lead to a graduated income tax, now prohibited, and that home rule might lead to cities using new revenue sources. The convention's proposals for change in the amending process are so small that revision of its tax provisions would be almost impossible. The proposed home rule amendment has a section which specifically bars cities from levying new taxes not already authorized by the constitution.

The amendments will be submitted to the voters of the state at the November election.

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### ***New York Court System to Be Studied***

An eleven-man special commission was appointed on June 16 by Governor Thomas E. Dewey of New York and the presiding officers of the state legislature, to make a sweeping investigation of the state's court system, including methods of selecting judges. The commission is to make recommendations to the 1954 legislature. Creation of the commission was authorized by the legislature, with a cost limit of \$100,000, upon the governor's recommendation based on overloading of court calendars, especially in New York City, and charges that there had been irregularities in various court activities, including bartering of judicial nominations.

Governor Dewey appointed as chairman Harrison Tweed, former president of the Association of the Bar of the City of New York; Louis M. Loeb,

chairman of that association's judiciary committee; W. N. Seymour, former president of the same association; L. C. Ryan of Syracuse, former president of the New York State Bar Association; J. O. Moore, Jr., of Buffalo, former special assistant district attorney; and J. M. Nicely, New York City banker and former law secretary to U. S. Supreme Court Justice Holmes. Two state senators were appointed to the commission by the Senate Republican majority leader, and two representatives, by the speaker of the assembly.

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### ***Pre-primary Conventions Restored in Massachusetts***

A bill restoring pre-primary conventions in Massachusetts became law on May 25 upon signature by Governor Herter. Such conventions, which were held in two elections in the '30s, endorse party slates of candidates to run in the regular state primaries; other candidates being permitted to run without party endorsement. The conventions are to be called by the chairmen of the state committees, delegates to be chosen from each town and ward.

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### ***New Jersey Sets Up Training Program***

A statewide training program has been established in the New Jersey Department of Civil Service. Governor Driscoll authorized the new training unit, in cooperation with the Department of Education, to establish training programs for various state departments.

The first course will be in conference leadership. It will be given by the Institute of Management and Labor Relations of Rutgers University, to develop qualified leaders for future training. The second course will be in supervision and will emphasize the importance of human relations.



### ***Oregon Constitution Study Committee Authorized***

The Oregon legislature on April 20 adopted Senate Joint Resolution No. 28, creating the "Governor's and Legislative Constitutional Committee," to consist of nine persons appointed by the governor, outside of the legislature, including two from each congressional district and one at large; the president of the Senate and three senators appointed by him; and the speaker of the House and three representatives appointed by him.

The resolution states "that the committee shall examine the Oregon constitution to determine the need for the amendment or replacement thereof. If the committee determines there is such a need, it shall prepare and include in its report suggested amendments or replacements designed to illustrate by specific examples how, in its opinion, the constitution can be improved, and shall examine, study and make recommendations as to the method of accomplishing improvement."

The committee is to make a report to the next legislature, with findings, recommendations and proposed bills or resolutions.

### ***Constitutional Amendments Proposed in Minnesota***

The 1953 Minnesota legislature voted to submit four proposed constitutional amendments to the people at the 1954 general election. One is a repetition of a previous proposal, requiring a revision of the constitution to be submitted to the voters at the next general election held not less than 90 days after its adoption by the constitutional convention. Ratification would require approval of 60 per cent of those voting on the question. Legislators would be permitted to be members of the constitutional convention.

Another proposal would obviate fill-

ing short vacancies in state elective offices at the general election — such as for terms beginning on election day and ending the following January. Another authorizes the legislature to provide qualifications for probate judges and to change probate court jurisdiction. The remaining proposal authorizes the legislature to regulate the liability of stockholders or members of corporations and cooperative associations.

### ***Massachusetts Commission Would Centralize State Building***

The Massachusetts Special Commission on the Structure of State Government has recommended to the legislature a reorganization plan designed to centralize responsibility for the state's large building program, according to *State Government*. A new division of building construction, headed by a technically trained director, would be responsible for all state building projects except highways, port facilities, public housing and certain types of schools. The commission reported that when its study began there were 240 building projects involving seventeen state agencies.

### ***Indiana Creates New Departments***

The Indiana legislature has established a new State Department of Corrections, to be headed by a full-time commission of three members and to exercise central administrative control over all state penal institutions. A new Department of Health was also created, headed by a director with three assistants to supervise the divisions of health, mental health, and preventive medicine and medical institutions. An office of state traffic director was also set up.

An eight-member State Office Building Commission is empowered to acquire a site and construct a state

office building financed by private capital, to be amortized over a 30-year period.

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### ***Arkansas to Vote on Three Constitutional Amendments***

The Arkansas legislative session of 1953 has referred three proposed constitutional amendments to popular vote at the next general election, reports *State Government*. One would require assessment of property for tax purposes at its full market value, authorize a state board of equalization, limit mill levies by local jurisdictions, and permit the legislature to classify property for tax purposes. The second would increase the governor's term from two to four years. The third would provide that the governor and other constitutional officers take office the first Monday in December following their election and that the regular 60-day session of the legislature convene on the first Monday in February of odd-numbered years; salary increases for legislators and state officers and revision of court organization would be provided also.

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### ***Georgia Home Rule Act Held Unconstitutional***

The municipal home rule act adopted by the Georgia legislature in 1951 and amended in 1952 was declared unconstitutional in a decision by Judge Jessie Wood of the Fulton Superior Court on May 15. It is expected to be passed upon by the Georgia Supreme Court.

The 1951 act enabled municipalities to adopt charters drafted by charter commissions elected for that purpose, or retain existing charters while otherwise adopting the provisions of the home rule act, by referendum election. The Georgia constitution, article 15, paragraph 1, upon which the act purported to be based, states that the legislature shall provide for uniform optional plans of county and municipal

government. The court held that the act did not do this.

The case arose from a suit by certain taxpayers for an injunction against the city of Atlanta to restrain it from exercising authority over certain territory annexed to it by a special 1953 act. This territory had been sought to be annexed by the city of East Point, under the provisions of the 1951 home rule act, which that city had adopted. Atlanta asserted that the latter was unconstitutional.

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### ***Federal Commission Will Study Intergovernmental Relations***

The functional and fiscal relations of the federal government to state and local governments are to be studied by the Federal Commission on Intergovernmental Relations, authorized by the House of Representatives on June 4, a month after the Senate had approved a similar measure.

The commission is directed to study the proper role of the federal government in relation to the states and their political subdivisions with respect to fields "which under our constitutional system may be the primary interest and obligation of the several states and the subdivisions thereof," with the purpose "that these relations may be clearly defined and the functions concerned may be allocated to their proper jurisdiction. It is further necessary that intergovernmental fiscal relations be so adjusted that each level of government discharges the functions which belong within its jurisdiction in a sound and effective manner."

The commission is to investigate all existing instances of federal aid to state and local governments and to determine and report "whether there is justification for federal aid in the various fields where federal aid is extended; whether there are other fields in which federal aid should be



limited and, if so, to what extent; whether federal aid should be limited to cases of need; and all other matters incident to such federal aid, including the ability of the federal government and the states to finance activities of this nature."

The commission's report is to be submitted to the president, for transmittal to Congress, not later than March 1, 1954. The membership is to include five from each house of Congress, appointed by their presiding officers, and fifteen members appointed by the president.

### ***Council-Manager Plan Developments***

**Elmwood Park, Illinois**, (1950 population 18,801) voted 3,436 to 2,800 on April 21 in favor of the council-manager plan. The present council (or board) is reported, however, to have tabled the related ordinance at its May 18 meeting.

**Princeton, West Virginia**, (8,279) adopted the council-manager plan by charter amendment on June 2 by a vote of 973 to 944. The plan is scheduled to go into effect July 1.

**Southern Pines, North Carolina**, (4,272) has adopted the statutory council-manager Plan D. **Jacksonville** (3,960), in the same state, has adopted a modified form of Plan D.

**Northbrook, Illinois**, (3,348) voted 550 to 30 for a council-manager ordinance on April 21. The plan is expected to go into effect early in 1954.

The voters of **Winnsboro, South Carolina**, (3,267) on April 21, approved the council-manager plan, 375 to 147.

A referendum election on adoption of the council-manager plan is scheduled for September 11 of this year in **Dover, New Hampshire**, instead of in 1955 as formerly expected.

A petition was filed on June 4 in **Springfield, Massachusetts**, calling for

a referendum on adopting the manager plan.

The council-manager plan is being studied in the village of **Waverly, New York**.

The village commission of **Ridgewood, New Jersey**, has established the office of director of operations, leaving the commission to function as a policy-making board. The borough manager of Fair Lawn, New Jersey, was selected for the position, to take office June 15.

The Florida legislature has approved a bill, sponsored by a **West Palm Beach** councilman, which would replace the present manager plan by a commission plan of government for that city. The bill makes the change subject to referendum on June 27.

**Miami, Florida**, voters on June 9 turned down a plan to consolidate with Dade County, 27,600 to 26,692 (exclusive of absentee ballots).<sup>1</sup> Miami thus retains its present council-manager government.

The League of Women Voters of **Elyria, Ohio**, has unanimously voted in favor of the council-manager plan and is engaging in a campaign looking towards its adoption in that city.

The city council of **Highland Park, Illinois**, on April 27 appointed the city collector as city clerk and city manager, under an ordinance enacted 26 years ago, which provided for the city clerk's being city manager and purchasing agent. However, he does not have full administrative authority under the council. The latter at the same meeting appointed the former city clerk as director of public works, for four years.

**Fort Dodge, Iowa**, at an election June 9, defeated a council-manager proposal 2,723 to 2,361.

**Abilene, Kansas**, voted 999 to 780 on May 19 to retain the council-manager

<sup>1</sup>See also page 347, this issue.

plan, which has been effective since 1939. The alternative presented was the commission plan.

At a special election in **Concordia, Kansas**, on May 19 the council-manager plan was retained by a vote of 974 to 645, as against returning to the mayor-council form. The manager plan was adopted in 1948 by a vote of 1,145 to 365.

A petition has been submitted to the city council of **Seward, Alaska**, calling for an election on the question of adopting the council-manager plan. Seward now has a mayor and council serving without salaries.

Three new city manager groups on a state or regional basis have been organized in recent months, and many existing groups have held meetings. Thirteen of the sixteen managers in Iowa met in Des Moines on April 29 and appointed a committee to formulate a constitution and by-laws. Manager Johnson of Charles City was elected president. Ten managers out of fifteen in Minnesota met in Granite Falls on April 15 and adopted a constitution and by-laws. Managers in Washington, Oregon, Idaho and Montana recently by letter ballot approved a constitution and by-laws for the Northwest City Managers' Association. Manager Botch of Pendleton, Oregon, was elected president.

Oklahoma managers met in Oklahoma City May 15-16, with 27 managers present. Municipal developments, public relations and a management clinic made up the program.

City managers and their assistants, to the number of 33 from Colorado, Utah, Wyoming and western Nebraska, gathered in Boulder, Colorado, on April 9 at a three-day conference on municipal management sponsored by the University of Colorado and the Colorado Municipal League. Many students and guests also attended. Tools of management in the form of

staff aid, auxiliary services and planning agencies, and public relations for municipal administrators were featured topics.

Nineteen Ohio managers met at Columbus, April 16 and 17, with annual reports, civil defense and planning for small cities as discussion topics. Virginia city managers held their semi-annual meeting at Luray, April 17 and 18, with 45 managers in attendance. Benefits from in-service training, new horizons in the personnel field, and a "stump the experts" panel were program topics.

The Association of Municipal Managers of Pennsylvania held its fifth annual meeting at Pittsburgh on May 1 and 2 with 31 managers present. New legislation, special assessments and security benefits were principal topics of discussion.

Texas city managers held their spring meeting at Corpus Christi, May 3-5, with 68 managers in attendance. Utility services, financing, capital improvements, insurance and two informal round-table sessions highlighted the program.

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### ***New York City Manager Study Group Appointed***

A nine-member commission, authorized by the New York State legislature to study the feasibility of the council-manager plan for New York City, was appointed early in June. Governor Thomas E. Dewey, who had signed the legislation on March 28, appointed five members, while the Senate and House majority leaders appointed two each. All are residents of the city.

The chairman is Devereaux C. Josephs, president of the New York Life Insurance Company. The governor's other appointees are Dr. Belle Zeller, professor of political science at Brooklyn College; Frederick V. P. Bryan, lawyer; Clement V. Conole, engineer and department store presi-

dent; and J. Anthony Panuch, lawyer. The legislative appointees are Senators Joseph S. Periconi and Arthur Wachtel, both from The Bronx, and Assemblymen Samuel Rabin of Queens and Ludwig Teller of Manhattan. Senator Periconi and Assemblyman Rabin are Republicans, the other two legislators are Democrats. An initial meeting was held on June 8.

### ***Newark Charter Commission Selects Staff and Advisors***

The five-member charter commission created in Newark, New Jersey, by the referendum election of May 12 completed its organization late in May. For its executive secretary it selected Roland J. Delfausse, assistant executive director of the Newark Bureau of Municipal Research. Five nationally known experts in municipal government were retained to assist in the charter study: Luther Gulick, president of the Institute of Public Administration and director of the Mayor's Committee on Management Survey of New York; William Miller, director of research of the Princeton Surveys; Bennett M. Rich, director of the Bureau of Governmental Research, Rutgers University; John E. Bebout, assistant director of the National Municipal League; and Henry W. Connor, director of the Newark Bureau of Municipal Research.

The commission has nine months in which to complete its studies, unless extended by pending legislation.

### ***Tammany Hall Cuts Committee Size***

The Democratic organization of New York County (the borough of Manhattan, city of New York), familiarly known as Tammany Hall, has adopted in advance the principle of a law that goes into effect next year, cutting the party's county committee

down to something like realistic and effective size. The New York County Democratic Committee has had 11,761 members; this is being reduced to 3,471. Even this number somewhat exceeds the prospective legal limit of four members per election district; 14 of the 1,016 districts will have five members each.

The Citizens Union on May 30 took the unusual course of commending Tammany for taking action voluntarily before the legal deadline and urged all other Democratic and Republican organizations in the city to take similar action.

It gave two reasons why it considered the reduction important: "(1) It reduces the committee for any Assembly district to a size where it can be accommodated in an ordinary hall and function as a normal deliberative body without excluding any of its members,

"(2) It permits any element within a party's membership to contest for control of the county committee without an insuperable task of enlisting candidates and meeting technical requirements. This is essential for real democracy and the healthy operation of party organizations as representatives of the people."

### ***Richmond's Utilities Prosper under Manager Plan***

Since Richmond, Virginia, adopted its council-manager charter in 1948, that city's utilities — water, electric and gas — have been placed on a much improved basis. Utilities Director J. Edward Metzger, in a recent address to the Richmond First Club, gave chief credit to the authors of the charter. He stated that the city's utility operations are now turning into the city treasury \$1,250,000 annually in lieu of taxes, while water rates are below those of most cities and gas



rates are 34 per cent less than in 1935. The city electric utility, which supplies street lights, has reduced its cost for that service to 0.6 cents per kilowatt hour through the use of standby water for electric generation and a favorable agreement with the Virginia Electric and Power Company for exchange of off-peak power.

With the utilities set up on a business-like basis under the new charter, the utilities department has been able to operate a larger service while reducing the number of employees from 556 in 1948 to 450 now, and this without dismissing a single employee.

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### ***Primaries Approved for Greenwich, Connecticut***

At the representative town meeting held in Greenwich, Connecticut, on June 8 the town's traditional caucus system of nominating candidates for local elective offices was discarded in favor of direct primaries, as permitted under a law approved earlier in 1953 by the state legislature.

Under the leadership of Mark Matthews, a member of the National Municipal League's Council, a bill had been introduced in the Connecticut legislature by Harold O. Douglass (House Bill No. 358) to authorize for Greenwich the system of party nominations for public office as proposed in the National Municipal League's *Model Direct Primary Election System*. It requires the town committee of each party to announce its slate of nominees on the 52nd day preceding election; within the next ten days other nomi-

nations may be made by petition and a filing fee of \$35 for each candidate. If a town committee's nominee is not thus contested, the office will not appear on the primary ballot and, if none of the nominees are contested, no party primary will be held. Candidates advanced by a town committee shall be identified by first position in each office group on the voting machine and shall be designated as having been so nominated. As a compromise, the law does not include nominations for party office.

This is the first instance in the country of complete compliance with the League's *Model*.

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### ***GPRA to Work with AMA at Chicago Office***

The American Municipal Association and the Government Public Relations Association have entered into an agreement for joint research and other activities. GPRA will have its secretariat at AMA's headquarters at 1313 East 60th Street, Chicago.

Among projects under consideration are: a handbook about the making of municipal reports to the citizens; development of a course in dealing with the public, which might be utilized by city officials throughout the country as part of their city personnel training; establishment of a loan library for radio and TV scripts about city government functions and services, which might serve as blueprints for cities; research in new public relations techniques to help officials better interpret government to the people.

## County and Township . . . .

*Edited by Mason Gould*

## Miami Voters Reject Merger with County

### *Nip Consolidation Plan Narrowly in Referendum*

THE people of Miami, Florida, on June 9 rejected a plan to abolish the city and consolidate its government with Dade County. The vote was 27,600 against and 26,692 for.

The proposal was passed by the state legislature with the stipulation that a majority of at least 15 per cent of Miami's registered voters approve it at a special referendum in order for it to become law. The vote, representing one of the largest turnouts ever recorded in Miami for a special election, was far above the 19,905 ballots required to make the election valid.

Miami thus will retain the commission-manager form of government that has been in effect since 1921. If the proposed consolidation had gone through, the city commission would have been abolished and all city offices placed in the hands of the Dade County commission, in charge of unincorporated areas in the county.

Three members of the four-man Dade County delegation, which introduced the measure to the legislature, were against putting the plan to a referendum, contending that Miamians had expressed themselves in favor of the idea in the 1948 elections and had reiterated their stand when they voted for a county charter bill last November. Sole holdout for a vote of the people of Miami was Representative Robert L. Floyd. Other representatives backed him and the House amended the proposal so as to include a referendum provision.

Proponents of the merger contended that it would save taxpayers hundreds of thousands of dollars annually by eliminating a duplication of activities.

### *County Manager Plan Considered in Two States*

A bill empowering Illinois counties to adopt the manager form of government is being prepared by Representative Samuel H. Shapiro of Kankakee for introduction in the General Assembly. Responsibility for county management in the state now rests with a board of supervisors in the northern two-thirds of the state and with a board of commissioners in the southern counties.

The county manager plan for Broome County, New York, has been advocated by Clarence L. Chamberlain, former Broome County attorney and now an official in the State Department of Audit and Control. Mr. Chamberlain's proposal, made in a speech before the Binghamton League of Women Voters, was opposed by F. Clyde Eggleston, chairman of the Broome County Board of Supervisors. Mr. Eggleston suggested that the county adopt another form of the county executive idea—the county administrator plan.

A campaign for county manager government is being conducted in Rockland County, New York, by Louis H. Heydeman, president of the Nanuet Civic Association. He recently addressed the Spring Valley Kiwanis Club and the Rotary Club of the same community. The *Journal-News* of Nyack, in Rockland County, said in a recent editorial: "We think the larger [anticipated] population [of the county] will need a free-wheeling, efficient, strictly business government."

### ***King County Abolishes Office of Constable***

The office of constable in King County, Washington, has been abolished by the board of county commissioners. The action will be effective with the next election and will not affect the terms of constables now holding office.

It was felt that the sheriff's office could handle the constable's work more efficiently. Elimination of the office would also simplify the ballot and afford a slight saving in election costs.

Total budget for seven salaried constables in King County is \$12,000.

### ***Allegheny County Commission's Life Extended to 1955***

The life of the Allegheny County Metropolitan Study Commission has been extended until the end of the 1955 session of the Pennsylvania legislature. The commission was created by the 1951 legislature<sup>1</sup> to promote uniform development in the county. The study will embrace possible school district consolidations and streamlining of some of the local governments in the county.

### ***Maryland County Grants Plant Tax Exemption***

A law providing for manufacturers' exemptions from taxation in Caroline County has been passed by the Maryland legislature. Purpose of the law is "to encourage and induce the expansion, growth and development of new and established manufacturing" in the county. New plants valued at \$50,000 and over and expansions of established firms valued at not less than \$25,000 are exempt from county and municipal taxation for ten years from completion of the new unit. The exemption applies to land, buildings,

tools, implements, machinery, manufacturing apparatus and engines used in manufacturing.

### ***States Act to Develop Better Handling of Deaths***

Six state legislatures acted recently to make possible better handling of deaths unattended by physicians. One other state had such action vetoed.

A law empowering Michigan counties to abolish their elective coroner systems has been passed by the 1953 state legislature. The law gives to any board of supervisors the right to submit to referendum a proposal to abolish the office of coroner and appoint a medical examiner for a three-year term. A referendum can also be forced by a petition signed by 10 per cent of the voters in the county. The medical examiner must be a physician and, in counties having a civil service system, must be chosen from civil service lists.

The state pathologist in the Vermont Department of Health has been authorized by the state legislature to select, direct and remove 25 physicians as regional medical examiners. These examiners are the only persons who may certify the cause of unattended deaths and permit disposition of the bodies. Previously, town health officers and other public officials, who selected their own medical aides, had this authority.

A law permitting prosecutors to require autopsies when crime or negligence is suspected was passed in June by the Florida legislature. Heretofore, it has been virtually impossible to secure autopsies, except in three counties acting under special laws.

The state of Washington has created a central state toxicological laboratory to serve all counties. Function of the laboratory will be the study and detection of poison. No crime detection duties are involved.

A Committee for the Study of the

<sup>1</sup>See the REVIEW, July 1952, page 359; October 1952, page 462.



Medical Examiner System in Kentucky has been established by the Kentucky Medical Association. Dr. F. S. Maxwell is chairman.

A study of the existing coroner system and the possibility of substituting qualified medical examiners has been authorized by the Minnesota legislature. The job has been assigned to the Legislative Research Committee.

A bill creating the post of medical examiner in each county, appointed by the board of county commissioners, was vetoed by the governor of New Mexico. The governor stated: "In smaller counties the cost would be too great. Also, a system might evolve which would lead to furnishing of medical services at state expense."

### **Zone Conflicts Studied in Westchester County**

The Westchester County (New York) department of planning recently co-sponsored with the Westchester Local Planning Program a series of intercommunity planning consultations to discuss problems of mutual interest. Chief topic was conflicting zoning along municipal boundaries. The sessions were attended by town supervisors, mayors and chairmen of planning boards and boards of appeals in Westchester County, southern Connecticut and the Bronx (New York City borough adjacent to Westchester).

### **Zoning Ordinance Passed by Talbot County**

Talbot County, Maryland, has become the first county on the state's eastern shore to have a county-wide zoning ordinance. Proponents of the ordinance, passed by the county commissioners, said that it would give the people of the county a voice in deciding what type of industry should locate in the county. Those opposed charged that the ordinance was designed to

keep out a proposed \$25,000,000 oil refinery which, they said, would be an economic asset to the region.

### **North Carolina Counties Ponder Leasing Welfare Homes**

Nash and Person Counties, North Carolina, are considering leasing their county homes to private operators, according to *Popular Government*, published by the Institute of Government, University of North Carolina. Person County has found that about \$16,000 of the present annual county home budget of \$23,000 could be saved if the home were leased and present inmates placed on the public assistance rolls.

Some years ago, there were 94 county homes in the state; today there are half that number. Most of the counties abandoning the homes have placed inmates in private boarding homes, but some have retained title to the home and leased it to a private individual. Under the lease plan, the individual assumes responsibility for operating the home, under a license from the State Board of Public Welfare, and makes his own financial arrangements with the persons to be boarded. The boarders are placed on the public assistance rolls of the county and hence are supported in large part by state and federal funds. Inmates in county-operated institutions are not eligible for public assistance support from state and federal funds.

### **New York State Provides Joint County Probation Service**

A New York State law amends the Code of Criminal Procedure to provide that the board of supervisors may, by agreement with the board of supervisors of any other county or counties, provide for the establishment, operation and maintenance of a joint county probation service.

### ***Bill Introduced to Kill County Veto Power***

A bill has been introduced in the Wisconsin legislature taking away the power of counties to veto state highway commission plans for constructing state trunk highways. Proponents of the bill, introduced by Senator Oscar W. Neale, pointed out that counties have no financial responsibility toward the state system and should have no control over it.

### ***Attorney General Rules on Election Precincts***

County commissioners do not have the power to include rural areas outside a city within the election precincts set up for the city itself, the Texas attorney general ruled recently. His opinion was in reply to a question from the Navarro County attorney.

### ***Phoenix Offered \$775,000 by County for Office Space***

Maricopa County, Arizona, has offered the city of Phoenix \$775,000 for the city's share of the city-county courthouse building. Overcrowded conditions in both the city and county offices make it necessary that additional space be made available. The city is studying the legality of financing construction of a new city hall under a lease-purchase agreement.

### **NORWICH STREAMLINED CITY** (Continued from page 325)

Idle city-owned property has been developed into much-needed parking areas.

A dilapidated city hall is being turned into an attractive and usable office building through a cleanup campaign. The cleanup began a year ago with workers from the city's relief rolls. Now contractors are completing extensive renovations to complete the project.

All of this has been accomplished within the past year and a half.

The politicians, who said Norwich would never have a council-manager plan, have not given up hope of regaining control of the administration. In the recently adjourned General Assembly they sought to return to party label designations in city elections. But the bill was defeated.

Members of the Citizens Committee for Better Norwich Government cannot for a moment relax their vigil. The people of Norwich should realize that they have to work for and with better government.

The whole program carried out thus far by the council-manager plan in Norwich has been supported almost entirely by the city council. The nonpartisan group has spent many hours coping with the complexities facing a new administration. In reviewing the accomplishments of the council-manager plan, City Manager Beck has stressed the importance of having a hard-working and competent council.

**Taxation and Finance***Edited by Wade S. Smith***Louisville Awards Go to West Coast Officials*****MFOA Conference Gives Medals and Certificates***

**T**HE Louisville Awards for outstanding contributions in the improvement of municipal finance in 1952 were announced at the 49th annual conference of the Municipal Finance Officers' Association at Miami, Florida, June 3. Officials of two California cities were the recipients.

The gold medal award went to Walter C. Peterson, city clerk of Los Angeles, for "planning and producing a manual on the administration, enforcement and collection of license, sales and use taxes" in that city. The silver medal award was conferred on John B. Massen, assistant to the city manager of San Jose, for his contribution in developing an administrative manual and for "the development and use of a descriptive inventory of departmental activities in a performance type budget."

Certificates of merit and honorable mention went to W. B. Avery, city manager of Manhattan, Kansas; Cyrille Belanger, first assistant treasurer, city of Quebec, Canada; and Chester Kowal, city comptroller of Buffalo, New York.

The association at its final session elected as president for the coming year John McQuilken, director of finance of the city of San Diego, California, who succeeds E. Lynn Crossley, city auditor of Dallas, Texas. Honorary life memberships were conferred on T. Coleman Andrews, of Richmond, Virginia, now United States commissioner of internal revenue, and Walter R. Darby, director of

the Division of Local Government of the state of New Jersey and a past president of the association.

***Village Approves Defense Plant on Promise of Taxes***

The little village of Cuyahoga Falls, Ohio, which has been waging a precarious battle with the United States Department of Defense over the issue of exemption of defense plants and their equipment from local property taxes, capitulated in May on promises that legislation would be introduced in Congress to permit payments for loss of tax revenue and that the regular building permit fees would be paid.

The Cleveland suburb had been selected as the site for a \$40,000,000 government-owned press plant to be constructed and operated by the Aluminum Company of America. The setup, like those now so commonly being imposed on local units all over the nation, would have made the properties exempt from local property taxes, while bringing all the costs attending the presence in a community of a plant of that magnitude. The village mayor had effectively blocked the beginning of construction by refusing to break a three to three tie in the council on the question of granting a building permit.

The deadlock was broken when the company agreed to pay the building permit fees for the entire plant (about \$4,500) and on the promise that remedial legislation would be secured.

***Tennessee Tax on U. S. War Gas Stocks Upheld***

Possibly bearing on the plight of Cuyahoga Falls (see above), as well as other local units throughout the country whose tax rolls have been



pruned of defense industrial properties and inventories through transfer of title to the United States under war contracts, was a decision by the U. S. Supreme Court in a Tennessee gasoline tax case.

During World War II gasoline owned by the Defense Supplies Corporation, a subsidiary of the Reconstruction Finance Corporation, was stored in Tennessee in tanks owned by the Esso Standard Oil Company, which received a service charge based on the number of gallons in storage. The United States agreed to assume all liability for state taxes. Tennessee, in 1949, demanded payment of taxes under its gasoline tax law, and Esso paid under protest taxes on the amount of gas stored during January 1944, and sued to recover. The United States intervened in the suit, contending the tax was unconstitutional under the doctrine of intergovernmental tax immunity.

The Supreme Court, by a five to three decision, upheld the state tax. A dispatch to *The New York Times* quoted Mr. Justice Reed, who wrote the majority opinion, as saying:

"The United States today is engaged in vast and complicated operations in business fields, and important purchasing, financial and contract transactions with private enterprise. The constitution does not extend sovereign exemption from state taxation to corporations or individuals contracting with the United States merely because their activities are useful to the government. We hold, therefore, that sovereign immunity does not prohibit this tax."

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### **States Ease Income Taxes, Lower Rates, Raise Exemptions**

While the federal government struggled to produce a budget which would permit some tax reduction a year from now, North Dakota and Idaho legis-

latures cut income tax rates and half a dozen other states eased the load on the taxpayer by extending reductions or raising exemption allowances.

The Idaho reduction, amounting to 15 per cent, was allowed to individuals and corporations beginning with the 1953 tax year. North Dakota both reduced rates and raised personal exemptions. The rates were reduced from 2 to 1 per cent on net incomes between \$2,000 and \$3,000, from 12.5 to 10 per cent on net incomes between \$10,000 and \$15,000, and from 15 to 11 per cent on net incomes above \$15,000, while the personal exemption for single taxpayers and dependents was raised from \$500 to \$600 and an additional \$600 was allowed for individual taxpayers and each spouse over age 65.

Montana for the first time allowed a medical deduction up to \$1,250 for each taxpayer and each dependent, to a maximum of \$2,500 on a single person's return and \$5,000 on a joint return. Utah raised the allowance for dependents from \$300 to \$600 and Kansas allowed an added deduction of \$600 to persons over age 65 and the blind.

Several other states extended reductions already in effect. Colorado extended a 20 per cent credit allowed since 1950, Iowa made permanent a 25 per cent credit first allowed on 1947 income, Maryland extended a 15 per cent credit first allowed last year, and New York extended a 10 per cent credit allowed on individual income taxes and a 25 per cent reduction on the unincorporated business tax, according to the Federation of Tax Administrators.

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### **Florida Legislature Passes Many Bills; Large Appropriations**

The recently completed 1953 biennial session of the Florida legislature will probably be remembered more for the quantity of bills received and the

volume of its appropriations than for its willingness to grapple with major public policy issues. The legislature ended by appropriating \$352,229,935 for the next two years, which is some \$9,700,000 less than anticipated revenues. No taxes were raised except on the state's "take" from dog-racing tracks. The sliding scale chain store tax was repealed with a loss to the state of an estimated \$500,000 per annum. Farm and fisheries users of certain petroleum fuel products were also granted a limited refund of present state levies.

A two-year study looking to uniformity of wage and job classifications in state employment (there is no general merit system in Florida) was authorized with an appropriation of \$75,000. A study of the various state retirement systems was also authorized. The State Auditing Department was strengthened while the community planning and development functions of the State Improvement Commission (successor to the State Planning Commission) were abolished. State benefits to the needy aged were increased from a minimum of \$50 to \$60 and a new program for the totally disabled was approved.

The legislature refused to consolidate the administrations of the state's two white universities and raised its negro college to the status of a university. A separate turnpike authority to build proposed toll roads was authorized and a council of various state officials "to coordinate and supervise state purchasing" (actually a long way from true central purchasing) was authorized. The Milk Commission was given two more consumer members and the Livestock Sanitary Board was reorganized. These and the hundreds of special acts affecting counties and cities are among the

more important acts of the 1953 Florida legislature.

The other side of the picture was the failure of Governor McCarty's requests for a number of programs of major significance. The legislature turned down the governor's requests for:

1. A \$25,000,000 financial buffer based on current surplus;

2. Consolidation of the conservation program which is now handled by several agencies;

3. A separate State Department of Labor;

4. A change in the succession to the governorship from the president of the Senate (elected from a district) to the secretary of state (elected at large);

5. A state constitutional commission to study constitutional revision;

6. Consolidation of state tax collecting agencies (there are now seventeen);

7. Abolition of the fee system as a means of compensating county officials and placing them on a salaried basis;

8. Creation of a state tax commission with power to make local assessments uniform.

The governor has stated that constitutional revision and creation of a tax commission will be major items of his recommendations to the 1955 legislature.

Given the lack of any pressing financial problems at this time and the general preoccupation of Florida with the problems of physical growth and economic expansion, the 1953 session did about as was expected. However, the major questions of state administration with which it did not deal during 1953 bid fair to be around for a long time and will be heard from again.

WILLIAM F. LARSEN  
University of Florida

## Proportional Representation

*Edited by George H. Hallett, Jr.  
and Wm. Redin Woodward*

(This department is successor to the Proportional Representation Review)

### Hopkins Holds Third P. R. Election

*Uses Alternative Vote  
to Choose Mayor, Judge*

THE mayor, four city councilmen and a municipal judge, the latter unopposed, were elected in Hopkins, Minnesota, by the Hare system on May 19. This was the third proportional representation election since the adoption of the city's present charter in December 1947.

There were five candidates for mayor but three of them received a mere scattering of votes, while the other two, associated with rival groups of council candidates in the nonpartisan election, divided the remaining votes almost evenly.

On first choices Joseph C. Vesely led his rival Russell H. Zakariasen by ten votes. This margin was increased to 43 when the ballots cast for defeated candidates were transferred, according to the next choices marked on them. Both Vesely and Zakariasen were incumbent councilmen.

Associated on a slate with Mayor Vesely in campaign advertising were Joseph A. Empanger, Lee Stevenson and Otto H. Wenzel, councilmanic candidates. These candidates were prominent in the Democratic-Farmer-Labor party. Empanger and Stevenson, both employed in local or nearby industry, were elected.

There was no formal slate presented in campaign advertising in opposition to this group, but a number of the other candidates for the council, as well as the losing candidate for mayor, were known to be Republicans and were regarded as an informal group.

One of these, Joseph M. Witmer, led the poll with 444 first-choice votes, six more than the quota necessary for election. Dr. Philip W. Sheldon stood second highest in first choices, and was one of the four elected.

Only 2 per cent of the 2,299 ballots cast were invalid, compared with 3½ per cent at the last presidential election, and 10 per cent at earlier municipal elections. For council ballots alone, however, the figure was 5 per cent, although the method of marking the ballots was exactly the same as in the case of the ballot for mayor. Voting instructions in clearcut language were placed in voting booths by the city for this election and the local newspaper, which strongly favors the P. R. voting system, made a special effort to make the method of marking the ballots clear.

Chief issue in the election appears to have been responsibility for certain tax cuts granted local industries on their personal property assessments in the process of equalization, which is done by the city council sitting as a board of equalization. Neither the manager form of government nor the administration of City Manager W. R. L. Taylor seems to have been at issue.

### Australia Elects Senate by Hare System

EDITOR'S NOTE.—The article below was written by GEORGE HOWATT, a Fulbright Scholar from the University of Pennsylvania, attached to the University of Melbourne. Mr. Howatt is in Australia to study election methods in that country.

Australia's third P. R. election to choose its federal Senate was held on May 9, 1953. In this contest, as in the preceding two P. R. elections, all



the seats were won by the major party groups and divided between them in close proportion to the popular votes—see Tables I and III. Another striking result was the fact that 94.2 per cent of all who recorded valid votes cast first choices for winning candidates! The percentage of effective ballots was still higher.

The three P. R. elections contrast vividly with almost all the previous Senate elections since the founding of the Commonwealth of Australia in 1901. Prior to the first use of P. R. in 1949 the extreme fluctuations which so frequently characterize block voting were seen in the Senate elections. Great discrepancies occurred between the amount of support expressed by the voters for their respective parties and the numbers of seats received.

<sup>1</sup>This phenomenally high percentage, even for P. R., is explained by the limitation of candidates and the use of voting cards in the campaigns of the two major parties and the fact that nearly all the votes were cast for these parties.

The six elections preceding adoption of P. R. serve to illustrate. In 1946 the Labor party, with 52.1 per cent of the nation-wide vote, obtained sixteen of nineteen seats. In the preceding election, in 1943, it was even more lucky. With 55.1 per cent of the votes it "won" 100 per cent of the seats. In the contests of 1940 and 1937, as seen in Table II, the two parties were nearly equally popular with the voters; yet in 1937, the Labor party was awarded sixteen of nineteen seats; while in 1940, by dropping a mere 1.5 per cent in voter favor, it obtained only three of nineteen seats. The elections of 1931 and 1934 gave a near monopoly of the seats to the non-Labor party, although the percentages for these two earlier contests were nearly the same as those of 1943 and 1946.

From 1901 to 1949 each state had six senators, half of them normally being replaced every third year by means of statewide, popular suffrage. General ticket, or block, voting on a plurality basis was used until 1918, when the

TABLE I  
AUSTRALIAN SENATE ELECTIONS, MAY 9, 1953<sup>a</sup>  
Comparison of Votes and Seats Received, Totals and Percentages  
(On Basis of First Preference Votes)

States	Liberal and Country Party		Labor Party		Others		Per Cent Invalid on State Basis
	Votes	Seats	Votes	Seats	Votes	Seats	
New South Wales	752,267	2	948,920	3	98,103	—	4.0
	41.8%	40.0%	52.7%	60.0%	5.5%	—	
Victoria	563,265	2	644,123	3	57,564	—	5.6
	44.5%	40.0%	50.9%	60.0%	4.6%	—	
Queensland	322,214	3	299,268	2	47,637	—	2.6
	48.2%	60.0%	44.7%	40.0%	7.1%	—	
South Australia	189,105	2	219,628	3	7,553	—	4.9
	45.4%	40.0%	52.8%	60.0%	1.8%	—	
West Australia	139,804	3	141,416	3	6,917	—	7.2
	48.5%	50.0%	49.1%	50.0%	2.4%	—	
Tasmania	73,283	3	70,613	3	9,909	—	5.1
	47.7%	50.0%	45.9%	50.0%	6.4%	—	
Totals	2,039,938	15	2,323,968	17	227,683	—	
	44.4%	46.9%	50.6%	53.1%	5.0%	—	

<sup>a</sup>Computations based on final figures provided by the commonwealth electoral officers of the six states.

TABLE II  
AUSTRALIAN SENATE ELECTIONS  
For the Six Elections Preceding Adoption of P. R.<sup>a</sup>  
Comparison of Votes Cast and Seats Received

	Liberal-Country Party		Labor Party		Others	
	Votes	Seats	Votes	Seats	Votes	Seats
1931	1,737,611	15	1,281,051	3	116,661	—
	55.4%	83.3%	40.9%	16.7%	3.7%	—
1934	1,744,021	18	1,358,196	—	185,614	—
	53.0%	100.0%	41.3%	—	5.7%	—
1937	1,636,889	3	1,699,172	16	168,569	—
	46.7%	15.8%	48.5%	84.2%	4.8%	—
1940	1,831,138	16	1,708,024	3	93,655	—
	50.4%	84.2%	47.0%	15.8%	2.6%	—
1943	1,481,563	—	2,139,164	19	262,443	—
	38.2%	—	55.1%	100.0%	6.7%	—
1946	1,775,022	3	2,133,273	16	189,032	—
	43.3%	15.8%	52.1%	84.2%	4.6%	—

<sup>a</sup>Source: Commonwealth of Australia (by Chief Electoral Officer), *Statistical Returns* (for the years concerned), Canberra: Commonwealth Government Printer. Although equal numbers of Senators are chosen from all states regardless of population, these figures, for the sake of summarization, are based on nation-wide totals.

TABLE III  
AUSTRALIAN SENATE ELECTIONS  
First Three Elections under P. R.  
Percentages of Votes and Seats Received

	Liberal-Country Party		Labor Party		Others	
	Votes	Seats	Votes	Seats	Votes	Seats
1949	50.4	54.8	44.9	45.2	4.7	—
1951	49.7	53.3	45.9	46.7	4.4	—
1953	44.4	46.9	50.6	53.1	5.0	—

alternative vote system<sup>2</sup> was adopted for electing the federal House of Representatives from single-member districts. Simultaneously it was decided to choose the senators by the same method, with provision for successive recounting of all ballots on a majority basis in order to fill vacancies. By this procedure any group of party candidates (and the ballots listed the candidates in party groups) obtaining a bare majority of the votes would capture all the seats, for as soon as one candidate was elected all of his ballots would be recounted and cred-

ited to the candidate marked as next choice.

Growing dissatisfaction with the grossly exaggerated fluctuations in the composition of the Senate throughout its history did much to prepare the public and the political parties for a change. Besides, the switch to P. R. in 1948 appeared to be advantageous to the party in power at that time. Moreover, the existing form of ballot, the method of marking it and the use of the states as separate electoral units were applicable without alteration under P. R.

The first P. R. election coincided with the increase from six to ten in the number of senators from each state, with half of them normally being

<sup>2</sup>The Hare system or single transferable vote applied to the election of one member at a time as a system of majority preferential voting.

elected, as previously, every third year. In order to achieve the increase in size, seven senators were chosen from each state at the first election in 1949.<sup>a</sup> In 1951, because of a simultaneous dissolution of both the House of Representatives and the Senate, as in 1951, ten senators were selected from each state. In the 1953 elections the normal number of five per state were chosen, save for one vacancy each in West Australia and Tasmania because of deaths.

### Change to P. R.

The major change introduced by P. R. was in the altering of the method of counting ballots. Although an electoral system may provide the voters with a suitable means for registering an adequate expression of choice, as the old Senate system did, the translation of this expression into a selection of candidates consistent with the record of the ballots depends upon the manner in which the votes are counted. Here is where the former non-proportional Senate system fell down, giving rise to the distorted results cited above. P. R. solved this problem of drastic swings of over- and under-representation by supplying counting rules which award the seats to the candidates who merit them by virtue of the record on the ballots.

The Hare system used for the Senate elections employs the Droop quota and distributes surplus votes according to exact proportion as revealed by examination of the second choices of the candidates with surpluses. "Secondary" surpluses are allowed to accumulate. The ballots are separated according to first choices by the local polling staffs and sent to a commonwealth divisional electoral office, of which there are several for each state. The divisional officer rechecks the ballots for validity and accuracy of sorting, and conducts the rest of the process under the direc-

tion of the federal electoral officer in charge of the state. The latter officer directs the count for the whole state by keeping in touch with the several divisional counting places by telephone and telegram.

The P. R. counting rules have improved the speed with which the ballots are handled, as many fewer transfers are necessary under P. R. than under the former Senate system. In the state of Victoria in the recent elections, for example, the first transfer commenced at 11:00 A.M. on Monday and all results were completed by 12:00 noon on Wednesday, approximately sixteen working hours later.

The delay of three weeks or more before announcing final results is necessitated primarily by the fact that no transfers are made until all absentee ballots have been received or accounted for. As overseas votes may not be cast in advance of polling day, allowance of a week or two must be made for the ballots to arrive from distant places like England or Korea. Moreover, upon arrival they must first be checked and then sent to the electoral division where the absentee voter is registered before counting can proceed further. The use of compulsory voting in Australia, of course, increases the number of absentee ballots from overseas.

The provision for staggering the Senate terms was not altered when P. R. was introduced. As a consequence the Senate may not represent the latest complexion of political thought, as shown in the 1949 and 1953 elections, when the party majority of the holdover members was large enough to outweigh the party majority represented in the newly elected senators. In the recent poll, P. R. reflected accurately the fact that public opinion since the 1951 election had changed to give majority support in favor of the Labor party, headed by the leader of the opposition, Dr. H. V.

<sup>a</sup>See the REVIEW, April 1950, page 199.



Evatt. The provision, however, for overlapping terms left the Liberal-Country party government of Prime Minister R. G. Menzies in control of the Senate with 31 members to Labor's 29. Some recent criticisms of the Senate and its mode of election arise from the inevitable effects of staggered terms of office and from the potential power of an upper house to obstruct the lower one.

### Contrasts with America

*Nominations by party caucus.* Nomination by primary election or by petition is not used in Australia. All regular party candidates, including those for the Senate, are named by party executives or by party members at private "pre-selection" meetings.

*Limitation of number of party candidates.* Australian parties do not nominate a candidate for each seat to be filled, but only as many as they hope can be elected. In the recent Senate poll, the ballot used in Victoria contained only three nominees for each party, as no party believed it could win more than three of the five vacancies.

*Compulsory marking of all preferences.* In Australia each voter is required by law, under penalty of having his ballot invalidated, to mark a preference for every candidate. This provision applies to all preferential elections for public office in Australia as well as to P. R. voting for the Senate. In view of compulsory marking of all preferences as well as compulsory voting it may seem surprising that the number of invalid ballots is not greater than the nation-wide average of 4.6 per cent experienced in the Senate election just past (see Table I for the percentages of invalid ballots for the separate states).

*Use of how-to-vote cards.* Each party prepares a sample version of the official ballot, on which are printed preference numbers for all candidates as recommended by that party. These

"how-to-vote" cards are distributed at every polling place, and their advice is faithfully observed in overwhelming numbers by the respective party supporters, who copy onto the official ballot the preferences exactly as they appear on the voting cards.

*Listing of candidates on ballot determined by party.* All candidates are placed on the ballot in separate groups according to party affiliation. Within their party group they are listed in an order determined by party management. As a result, therefore, of the use of the how-to-vote cards, the effect of the operation of the system, ostensibly the Hare system, approximates the working of a list system in all states except Tasmania, where the voters are familiar with the Hare method because of their long experience with it in choosing their House of Assembly.

Tasmanians exercise their right to pick and choose within as well as between parties. An example was furnished in the recent elections. Senator Aylett, who was listed as No. 4 by his party executives, campaigned for No. 1 votes and was elected. Had party dictum been rigidly observed by the voters only the first three candidates would have been elected. Incidentally, according to recent newspaper reports, Senator Aylett is going to be disciplined by his party state executive committee for "breaking the party rule to observe official directions on how to vote."

Although voters usually cast their ballots in the locality where they are registered, they may stop at any polling place within their state on election day and cast an absentee ballot without any advance notice. Voters outside their state on election day may also vote absentee, in this case by means of what is called a "postal vote." In Victoria, in the recent election, 9.5 per cent of the voters took advantage of the absentee and postal vote privileges.

Citizen Action . . . . . Edited by Elsie S. Parker

## Don't Mislay Your Best Tool — Publicity

*Seattle Civic Leader Advises  
Colleagues All Over Country*

**T**OO many journals and reports issued by civic agencies are overly solemn, dull, objective and pious. They miss their purpose by a mile—getting someone to read them because of genuine interest.

This is not entirely the fault of the civic secretary in his role of editor. Probably he is a competent governmental researcher but this doesn't give him expertness in effective publicity or journalism. His writings have few of the devices which induce millions of readers to reach for their daily newspapers and magazines.

If he takes the dim view that his writing is "what's good for them," he is lost. His aim should be to publish a little journal with a distinctive name and lively literary personality whose coming is welcomed by its readers with some degree of enthusiasm. It should enlighten, gratify, startle, make indignant and cause a smile or two.

The civic secretary can sharpen this neglected tool of his profession by sitting down to learn. He can go humbly to the best city hall or court house reporter in his town and ask him for pointers on how to make his bulletin more effective and palatable. He can supplement this by views from a competent advertiser among his members.

As for the fledgling civic secretary or city manager in college, there is a serious gap in any public administration course unless the student is given a journalism course which embodies fundamentals of newspaper reporting,

magazine and editorial writing and advertising, all of which are applicable to his coming career.

If the civic secretary has been around town for five years or more, and if he hovers around the city hall as he should, he should know more municipal lore than anyone in town outside of veteran officials. Not only should he know what ominous trends and "soft spots" in the city's management to view with alarm, but he should also know the city employees who deserve orchids and rarely get them as well as the loafers and connivers who impose on the taxpayers. To serve his agency and community, he should be a combination Lincoln Steffens and H. V. Kaltenborn for his home town.

### Type of Publicity

Publicity of a civic agency should have these aims:

1. To impart to members and citizens accurate information about important current civic transactions and problems,
2. To alert them to do something about ominous trends,
3. To publicize recommendations by the agency for civic betterment and solicit help from citizens in putting them over,
4. To keep members aware of operations at the agency office so they won't feel they are merely feeding another paid secretary.

A journal for members is one of the most important activities of a civic agency. It should rank high in importance in the budget. It is the only contact the officers and secretary have with most members outside of the annoying reminders for payment of dues. The editor-secretary's high aim should be to make his little journal so

readable that each member will feel he is getting his money's worth from this alone and that it is as essential to his reading as *Life* or the *Saturday Evening Post*.

First, why not christen this journal with a snappy title with more imagination than just *Municipal News* or *Civic Bulletin*? When a member gets over saying, "I read an item in your leaflet last week," and calls it by name, it has arrived journalistically.

Thought should go into the size of this bulletin. It could be of convenient size to slip in one's pocket to read on the bus or at home. Here are some assorted sizes of civic periodicals:

1. 12" x 18" — such as the large four-page periodical published by the Toledo Municipal League. This is large enough for all kinds of stories and typographical devices including assorted headlines to attract readers.

2. 4" x 8½" — such as *Just a Moment*, published bi-weekly by the Buffalo Municipal Research Bureau. This is pretty small for anything over a terse one-shot message. However, the single story might be longer remembered if written with plenty of "bang."

3. 11" x 9" — such as the weekly *Municipal News* of the Municipal League of Seattle and King County. This affords ample space for the several civic messages which merit current discussion and is roomy enough to permit some "glitter" in writing style and the use of assorted type and headlines to enhance interest. Verbosity is hindered by its limitation in size.

4. Legal size mimeographed or printed — such as the *Civic League Report* of the Lake County Civic League of Waukeegan, Illinois. This format is inclined to be dull in appearance but could be dressed up by type variations and intriguing headings.

How often should this journal be published? Opinions differ but, if a civic agency is worth its salt, it can assemble enough "hot" items for a weekly publication. A monthly publication is almost too infrequent but is better than nothing.

Civic secretary-editors should learn to use the traditional newspaper "lead" in their reports. This is the explosive first sentence in a story which answers "who, what, where, when" and also "why" for the interpretive writing necessary. Maybe the item will lend itself to a colorful lead of the feature or "bait" variety such as is found in magazine articles.

### Avoid Cliches

Corny old political science cliches should be avoided. Whenever the editor writes a story about taxes, he could refrain from referring to the "plucked goose." Or can't the county government be called something fresher than "dark continent" or "horse and buggy?"

Now as to its contents.

The most exciting yearly story in many civic bulletins is the announcement that next year's tax levy will be .17383 of a mill higher or lower than last year. What a community outburst this revelation usually stirs! Many members may not even be too sure what a "mill" is.

Of a necessity, the civic journal should carry many heavy "must" items about tax rates, bond issues and per capita of assorted kinds. Civic education cannot be left entirely to the daily press. Its city hall or court house stories are too brief, contain too little interpretation and verification, and are too likely to be missed by the reader in the many columns of other printed matter. This imposes on the civic journal a responsibility for presenting a panorama of the year's transactions of public bodies, con-



densed and clearly interpreted with sharp emphasis given to important episodes.

These stories should be described not like clods of earth but like interesting rock specimens seen for the first time. Put a little "glitter" in each, to pass along a term used by magazine editors who actually pay for words people write.

### Interest Stories

Our secretary-editor is not required to stick abjectly to the sometimes dreary "per capita" type of stories. Occasionally, he can open up interesting side lights of the dramatic city hall stage. Tell about the health department's rat extermination program, leading into it with reference to the Pied Piper of Hamelin. Recall Paul Bunyan in a description of the logging program on the city's watershed. Write a "black hand" story kidding your city janitor service if it is slothful about dusting off filing cabinets. Once in awhile go afield in the area of human interest in city hall. Tell about the faithful old custodian of 35 years' tenure who served in the French Foreign Legion in his youth and still has his sword. Be as alert to extoll city hall good deeds and doers as to condemn its shortcomings.

Try to insert a smile in each issue of your journal. There are more funny incidents and first-class jokers around city hall than most any other place in town.

Don't forget to print an occasional article about a successful practice in another city which yours might adopt.

Toss in anything — quiz games, satirical doggerel and any appropriate item to interest and enlighten your reader-members.

Don't forget to reward your own members who have performed some outstanding committee service with publicity items — their only reward.

Use different sizes and arrangements

of type to enhance the emphasis or mood of your stories. Jazz up your headings as bait. Print in bold face phrases you wish to be remembered. Use statistical tables sparingly unless they describe some current problem which is jarring the community. In such case present them with open throttle. If your format and finances permit, occasionally use half-tone pictures or graphs which add interest.

As to the literary style, bear in mind that it falls in the read-in-a-hurry class. If the secretary-editor thinks as clearly as his job demands, he will be able to write with clarity. If he has a knack for a snappy phrase, he can use this to good advantage in enlivening this sometimes inert material. The quickest way to squelch reader interest is to use obscure "research" vocabulary.

As to its mood, it should have more of the warmth of militancy and not too much of the cold objective feeling which afflicts so many publications. When a scandal breaks in city hall or the court house — preferably one unearthed by your civic agency — write about it with high indignation.

This must be qualified, of course. The secretary's own judgment plays a part. He should be smart enough to get mad at the right time and not too frequently, or he will find himself encircled by a committee from his board which has instructions to censor his bulletin. Give plenty of printed heave-ho to recommendations or condemnations by your board. When in doubt about the possible reaction to your article or editorial, be sure to try it on your president to establish your own clearance.

Above all, have a care not to fill your paper with warmed-over items from the dailies. If you must reprint a story, try for a new angle. Even try to be ahead of the dailies. It is fun to make stories so "hot" that the papers will pick them up without urging.

Here is an important by-product from your periodical.

Your civic messages frequently are too valuable to be confined to the notice of a few hundred members. Send out weekly releases to all the daily and weekly papers in your city or county. But limit these items to a paragraph or two which give the highlights. Don't send your paper itself as a press release because editors won't take the trouble to rewrite its contents. You'll have fun watching your press clippings to see how right your guesses were as to reprintable news.

What are the rewards for this journalistic effort? First, receiving a breezy and enlightening journal with regularity will bind your members stronger to your central office and help get new ones. They will feel they are getting something for their money besides a .7689 of a mill tax reduction this year which they never notice in their pocketbooks. Take heart when a member calls up and howls about an item in last week's issue. Someone actually read something you wrote. When with increasing frequency, your members comment about the "newsiness" of your little paper, you can take satisfaction that you are making progress in this important arm of your work.

C. A. CROSSER, *Secretary*  
Municipal League of Seattle  
and King County

### **College Students and Practical Politics**

The Ben A. Arneson Institute of Practical Politics at Ohio Wesleyan University had the largest group of students in its history participating in political activity during the 1952 campaigns for nomination and election to public office, reports the *Bulletin* of the Citizenship Clearing House of New York University. Two staff members travelled throughout Ohio enlisting the in-

terest and support of party and government officials to make effective use of the volunteer assistance of students whom the institute placed in the field. Prominent officials and party officers discussed practical politics with selected students.

The university held meetings in two of Ohio's largest counties to encourage some 900 alumni to become interested in the political affairs of their communities.

The *CCH Bulletin* also reports four statewide weekend conferences, sponsored by Amherst College and the Universities of Pittsburgh, California and Kansas, on college training for politics.

The Committee on Citizen Participation in Politics of the American Political Science Association met March 27-28 in New York. The four areas which the committee will study include: (1) Teaching and extracurricular methods of stimulating student interest in participation in political activity; (2) status of university rules and regulations governing faculty-student participation in politics; (3) evaluation techniques to measure effectiveness of existing programs of education in politics; (4) ways of bridging the gaps in political education between secondary school and college and in the adult period after graduation from college.

State Citizenship Clearing Houses have been established in four states: That in Maine is headed by Lawrence Pelletier of Bowdoin College; in Connecticut by Elmer E. Schattschneider of Wesleyan University; in Southern New York by Ray Harvey of New York University; and in Oregon by A. Freeman Holmer of Willamette University.

### **Gilbert and Sullivan at N. Y. Citizens Union Dinner**

A feature of the 56th annual dinner of the Citizens Union of New York City was the presentation by Martyn Green, star of Gilbert and Sullivan opera, of parodies prepared by Miss Eleanor C.

Tanzer, assistant secretary of the union, to songs from the *Mikado* and *Iolanthe*. To the tune of "I've Got a Little List," from the *Mikado*, Mr. Green sang:

As some day it may happen that the budget must be sliced

We've got a little list, we've got a little list

Of budget-padding workers who might well be sacrificed

And who never would be missed, who never would be missed.

There's the judge who goes to Florida, when calendars are full,

Inspectors who won't pass you if you haven't any pull. . . .

There's the lawyer on the payroll and a faithful party man,

The traffic specialist, we've got him on the list,

A treasurer's assistant, we imply a loyal fan,

He never would be missed, he never would be missed.

There's the man whose shady dealings are about to come to light

Who retires on a pension when they're ready to indict;

The generous commissioner, who serves as volunteer,

But must have lots of deputies, at seven grand a year;

And tut-tut-tut—such lots of names—we hope you don't insist

On having them—but take our word—they never would be missed.

We've got em on the list, we've got em on the list

On this you all may take our word they'd none of them be missed.

Theme of the dinner was "New York—Showcase of Democracy." New York State's Lieutenant Governor Frank C. Moore was the principal speaker. Others were Milton M. Bergerman, chairman of the union, who appraised Mayor Impellitteri's administration, and Buell G. Gallagher, president of City College. Four leading staff members of the New York State Crime Commission were presented with awards for their public service.

#### New Organizations

Some 30 organizations, including large trade and civic associations, have

formed the Joint Conference for Better Government in New York City. Chairman of the conference is Harold W. McGraw, chairman of the board of the West Side Association of Commerce. The group is nonpartisan, says Mr. McGraw, but it hopes that its program will receive so much public support that political candidates will adopt it. Among the group's objectives is "an end to waste in city government and the institution of efficient management."

Voters of Tucson have recently established the Tucson Citizens' League and elected Raphael Brandes as president.

#### METROPOLITAN AREA MERGES

(Continued from page 330)

no government has succeeded in getting it approved.

The present federation has resulted from extended investigations and much debate and study. Even so, the Ontario Municipal Board, whose recommendations set the form of the present legislation, admitted that its members had had no opportunity to consider "the types of metropolitan organization which have been adopted in other places."

Toronto's action is not the prized product of the political scientist but, rather, a victory in practical politics. Even within the solidly built-up area there has been strong opposition to amalgamation, particularly among suburban people. The province has been acutely aware of this situation. It has resorted to federation, and avoided legislative commitments beyond this, as an acceptable means of progress.



Researcher's Digest . . . . . Edited by John E. Bebout

## Metropolitan Areas Demand Attention

### *State Inactivity May Bring Federal Action*

EDITOR'S NOTE.—This is the second section of an article on metropolitan area problems. The first appeared in the REVIEW for June.

SOONER or later, every study in the problems of metropolitan areas highlights, explicitly or otherwise, the pressing need for much further study throughout the field. This look at one year's work has uncovered some of the more serious unanswered questions.

A great amount of basic data is missing. Donald J. Bogue is one of the few writers who have used census data to explore population characteristics throughout the "metropolitan community," as he terms the wider metropolitan region. For example, he pointed out the correlation between density of population and distance from the central city.<sup>12</sup> What exactly has caused the "relative stagnation" of population beyond the fringes, in the area 45 to 64 miles out? Bogue also measured the influence of the metropolitan center on its hinterland in terms of wholesale and retail sales, manufacturing, and receipts from services, and these indexes should be further tested and used.

Thomas H. Reed, for years a researcher and adviser on metropolitan problems, recently wrote: "We do not know too much about the effects of

urban expansion. . . . We have not produced careful measurement of the economic effects of encirclement on a central city, or the actual and potential government costs which the suburbanite must face if his little unit retains its independence."<sup>13</sup>

By nature, research in American metropolitan government is research in relationships. Functional interrelationships, however, among adjacent units of government are relatively untouched except in discrete areas. The thorough examination of urban redevelopment Coleman Woodbury has edited can only cause a greater demand for such studies of every function carried on by governments in metropolitan areas. Police, fire, assessing, health, welfare, parks, all need to be treated in the same manner. In this way the areal requirements for separate functions and the reconciliation of those areal requirements when the same unit performs various functions can be further understood.

Many metropolitan areas have not been probed adequately. Why should not local groups in every metropolis grasp the need for comprehensive studies of their peculiar problems, such as have been made in Los Angeles, Nashville and Indianapolis in the past year and have been completed since World War II for Atlanta, Birmingham, Baton Rouge and a few other places? Funds are usually available, provided responsible agencies undertake to make or sponsor the research.

Even where proposed remedies for a problem or problems have been effected, we still know little about the

<sup>12</sup>*Metropolitan Decentralization: A Study of Differential Growth*, Miami, Ohio, Scripps Foundation, August 1950, page 5. See also *The Structure of the Metropolitan Community*, University of Michigan, 1949.

<sup>13</sup>"Changes Needed in Governmental Structure of Metropolitan Areas," *The American City*, February 1953.

results. Annexation, the special district and recourse to county government as metropolitan solutions need examination by responsible scholars in specific areas; and their work needs to be drawn together for over-all comparisons and evaluations.<sup>14</sup> What has been the most successful annexation procedure? Does annexation become more palatable to the outlying area if central city government is strengthened and made more efficient and responsible? Can the people of central city or suburbs ever be expected to take a balanced view of annexation, or should some state instrumentality play a greater role? What effect does creation of a special district have on other local governments? The literature expresses great doubt about the advisability of creating further special districts, but the trend toward far wider use continues. More study of this device, therefore, is doubly warranted.

### State Responsibilities

Many writers and critics have devoted energy and space to proving the uniqueness of metropolitan problems and have tried to contrast them with what are often termed "simpler"

problems in outlying or rural localities. Actually there is little or no evidence that the "metropolitan problem" is other than the general problem of American local government in a more obvious and critical form. The question in the metropolis, as elsewhere, is "How can we provide the needed services to every one at a fair cost and in a democratic fashion?" The inter-related enigmas of too many units of government, poorly drawn boundaries, clumsily organized governments and disparate levels of services and financial resources belong to rural areas as they do to metropolitan.

In arguing about difference in kind as well as in size, writers too often miss the point that the methods provided by state governments to attack these riddles and the causes for their existence are roughly the same for every part of the state. And no one has yet proved that the climate of opinion about these governmental problems differs in the rural area from the metropolitan area.

Underlying the continuing frustrations of all American local government is this constant: in the value systems of American individuals, the need to solve metropolitan local governmental problems does not rank high. What steps should be taken to increase voter awareness of this need?

Even were these value judgments radically changed, however, the constitutional and legal structures for expressing them are terribly faulty. Without running through the list of barriers to more effective expression of local sentiment, the two blocks of bad election machinery and malapportionment in representative bodies can be mentioned as standing head and shoulders above the rest.

Is home rule a means of circumventing the chaos of state legislation? Home rule is perhaps the best temporary procedural solution to some

<sup>14</sup>See Victor Jones, "Metropolitan Studies," *Public Administration Review*, Winter 1953. He says: "We need a good study of the urban county as a functioning, and as a potential, urban government. . . . There is no satisfactory study of special districts. . . . Most important would be a study of the formal and informal organization of the major political parties in the metropolis."

A recent report by the Public Administration Service, *Government of the Kansas City Metropolitan Area* (Chicago, 1953), appeared too late to be considered in this article. Chief recommendations of the report include city-county consolidation in Missouri and Kansas and creation by the two cities of an area-wide authority or authorities "to perform area-wide functions on an area-wide basis."

metropolitan problems where the state legislature is unrepresentative and has otherwise abdicated its responsibilities. In many states there is room under the broad terms of home rule for individual cities and counties to move ahead. Yet all too often it is the easy way out for the state legislature. The intergovernmental character of so many questions, for instance, sanitation or planning and zoning — the diffusion of interrelated questions throughout entire areas which have no legal boundaries and thus cannot act as units — makes it impossible for traditional home rule to cope with them effectively. Legal mechanisms, other than state government, for expressing judgments about matters of metropolitan interest are almost nonexistent. In certain states that condition may be entirely proper, if the influence of the metropolis is as widespread as many studies, such as those by Bogue, seem to indicate.

There is little reason to expect broad action on American metropolitan problems before state legislatures are made more representative and responsive and thus the statutory mechanisms for attacking those problems are untangled and democratized. But men in public life and scholars have paid too little heed to this obvious fact.

Take the question of action through political parties as the first alternative channel for producing changes in state as well as metropolitan area government. Certainly part of what is known about political parties in individual cities applies to their operations in metropolitan areas, but special metropolitan studies need to be made. Where and when does the influence of the central city machine extend into the suburbs? What relationships are there between elections of the different units of government in the metropolitan area? When an individual moves to the suburbs, do his political opinions

change? For example, a party worker from Levittown, Long Island, recently said, "When these Manhattan Democrats move to Levittown and get their own property, they turn into Republicans overnight." Is suburban opinion favorably disposed toward rural domination of state legislatures?

There have been no studies of the citizen groups organized metropolis-wide in Chicago, Cleveland, Seattle, Minneapolis, Miami and other places for combined attack on metropolis-wide problems. What are they accomplishing?

These questions only illustrate the virgin character of this field of "metropolitics." There has been a wealth of experience, but it has not been gathered and analyzed.<sup>15</sup>

Coleman Woodbury insists that no men on horseback can give much assistance toward overcoming the sweeping and fundamental problems of urban America. He warns local groups against continuing "to hope for superbly equipped, spectacularly able leaders or even a series of them

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<sup>15</sup>Hugh A. Bone's brief study of 423 Republican precinct committeemen in the Seattle metropolitan area, *Grass Roots Party Leadership*, University of Washington, 1952, suggests some of the possibilities mentioned here.

See also a research proposal, "Political Participation in a Metropolitan District: A Study of Group Influence on Political Activity," one of five proposals by the Social Science Research Council Inter-university Summer Seminar on Political Behavior, *American Political Science Review*, December 1952, pages 1015-24.

The comment about seeking remedies through party channels is not intended to disregard the possibilities of nonpartisan movements for local purposes. A large proportion of the successful and constructive moves toward better local government in recent years have been led by nonpartisan citizens organizations. The party system in metropolitan areas and in the states does, however, strongly condition the efforts of nonpartisan groups.



who will be able to attract and organize great sections of the urban citizenry and with this support to force through reforms and far-reaching constructive programs that will remake our urban plant, institutions and life." There must be "prosaic groundwork laid through years of hard, patient education, communication and organization" at national and state as well as local levels.<sup>16</sup>

Further studies will certainly affirm that state government and state action or lack of action are key faults. For example, Mayor Frank P. Zeidler of Milwaukee stated in February that: "City planning is in the middle of the political arena. . . . It seems incumbent now upon every state legislature to recognize appropriately under new law the critical metropolitan areas of the state. The boundaries of these areas should be broadly defined. . . . The multiplicity of governments in these areas should be reduced and simplified. . . . New powers of planning and zoning, extending into as yet sparsely settled regions surrounding these areas, should be granted. . . . Sufficient sources of revenue should be diverted into the metropolitan areas to enable them to take out their slums and to rebuild in fireproof construction."<sup>17</sup> Mayor Zeidler is asking the states to take strong, positive steps toward solving these questions, steps such as Ontario's legislature recently took with regard to Toronto and its suburbs (see page 326, this issue).

Strong, positive state legislation,

<sup>16</sup>*Op. cit.*, page 737. Mr. Woodbury's Part V, "The Background and Prospects of Urban Redevelopment in the United States," contains many wide-ranging and provocative observations on numerous aspects of metropolitan problems.

<sup>17</sup>"Don't Fence Me In," address before National Planning Conference, October 8, 1952, *The American City*, December 1952.

however, is evidently unthinkable in the United States today.

A few state administrative agencies are beginning to offer "technical assistance" in the direction of local inter-governmental cooperation. In Tennessee, a state with four metropolitan areas, the State Planning Commission and the Municipal Technical Advisory Service are good examples. Yet these are only bare beginnings. For instance, Hebden and Smith report that what cooperation on highway problems between states and their metropolitan units has been accomplished thus far "has been simply 'bulled through'."<sup>18</sup>

### National Action Demanded

Mayor Zeidler goes further: "The Congress should provide incentives to state governments to get busy on this problem of metropolitan planning and development or face the loss of jurisdiction over these areas."

For years there has been vague recognition of the effects of federal operations on highways, housing, transport and other problems in the metropolis. Yet these effects remain largely unstudied.

The 1952 report of Project East River on civil defense underlines the need for national leadership in solving metropolitan difficulties. The threat of atomic attack has made plain the stark urgency of decentralizing urban centers. To reduce the vulnerability of potential A-bomb targets, Project East River<sup>19</sup> calls for specific national leadership and action in four significant areas:

- (1) Direct federal construction of public facilities;

<sup>18</sup>Norman Hebden and Wilbur S. Smith, *State-City Relationships in Highway Affairs*, New Haven, Yale University Press, 1950, pages 193, ff.

<sup>19</sup>*Report of Project East River, Part II-B, Federal Leadership to Reduce Urban Vulnerability*. New York, Associated Universities, June 1952, page 30.

(2) Federal assistance to defense installations in the form of tax amortizations, loans and procurement awards;

(3) Federal grants-in-aid and assistance program;

(4) Guidance to state and local governments and private groups to obtain wider application of the urban defense standards.

They suggest that intensified state efforts might include:<sup>20</sup>

(1) The establishment of a civil defense organizational echelon (such as a state region or section) that would embrace a metropolitan area and possibly supporting areas;

(2) The development of interstate compacts affecting metropolitan areas with proper and continuing participation of federal officials;

(3) The establishment and financing of metropolitan-area planning commissions for each metropolitan area.

If these and other recommendations of Project East River were followed, urban vulnerability could be reduced:<sup>21</sup>

(1) By checking further central city growth;

(2) By encouraging the emerging trends toward deconcentrated (more widespread) metropolitan growth;

(3) By building in accordance with minimum defense construction standards, which in fact accord with the best building practices today.

And many other advantages might accrue to make American cities better places in which to live.

Will the real emergency envisioned by military and civil defense authorities produce tangible national and state leadership in solving our metropolitan problems? As America becomes more

and more a nation of metropolitan regions, the need for large-scale study and responsible, democratic action becomes more and more urgent.

GUTHRIE S. BIRKHEAD

### ***Expenditure Council Scans Connecticut Welfare Picture***

Assisted by a number of authorities in the welfare field, the Connecticut Public Expenditure Council has concluded a lengthy study of that state's welfare activities—*The State Welfare Survey* (report to the Governor of Connecticut and the Commissioner of Finance and Control, Hartford, 1952. 79 pages). Findings are specified and recommendations are made with respect to the State Welfare Agency, the Division of Public Assistance, the Division of Child Welfare and the Division of State Aid and Collections. The report calls for a thorough reorganization and redevelopment of staff, policies and procedures within a new State Welfare Department.

"Operating costs . . . declined steadily during the survey, which will accumulate to an estimated reduction of approximately \$3,000,000 by the end of the present biennium. The survey group has recommended a further reduction of \$5,060,000 in the budget for the coming biennium in the firm conclusion that, with economic conditions maintaining at the current level, such saving is entirely feasible by the more efficient organization and operation of the department resulting from the proposed reorganization."

### ***Prison Riots Investigated***

*The Michigan Prison Riots* (Detroit, 1953, 111 pages), a report of the Special Committee to Study the Michigan Department of Corrections, has been issued in the wake of the April 1952 riot at Jackson Prison. This study and its recommendations consider Michigan's penological problem as one that is "enormous" and "has

<sup>20</sup>*Ibid.*, Part I, *General Report*, New York, October 1952, page 35.

<sup>21</sup>*Ibid.*, Part II-B, page 3.

far-reaching social and financial repercussions." The committee calls for "facing up" to the problem by immediate action.

These recommendations are emphasized: (1) establishment of a new reformatory for youthful offenders; (2) replacing greater emphasis at every penal institution upon individual treatment of prisoners, with more diverse and expanded counselling, work and educational programs; (3) increased stature for an enlarged parole board and staff; and (4) a few organizational changes, such as creation of a corrections council "with greater power and potential influence than any corrections commission ever has enjoyed."

#### Retirement Plans Studied

Eighty-four per cent of 95,931 state, county and municipal employees in North Carolina are covered either by one of 39 state or local retirement plans or by federal old age and survivor's insurance. Donald B. Hayman has studied this situation in *Social Security and State and Local Retirement in North Carolina* (Chapel Hill, Institute of Government, 1953, 194 pages; \$2.). He addresses himself to three major questions: (1) Can North Carolina public employees be brought under social security? (2) Should North Carolina public employees be brought under social security? (3) What steps might be taken to improve and strengthen existing retirement systems?

#### New Hampshire Selectmen Studied

*Selected Duties of New Hampshire Selectmen*, by George H. Deming and Gilbert M. Cantor, (Durham, University of New Hampshire, Bureau of Government Research, December 1952, 95 pages) is a study of one of the oldest municipal offices in the United States. It is intended to "serve as a useful guide to selectmen and citizens alike." Choos-

ing of selectmen and many aspects of town administration are described, along with discussion of town functions such as health, highways, contracting and budgeting. Taxation is not covered since agencies like the New Hampshire Tax Commission are working in that field.

#### Bureau Notes

The Texas Research League has accepted the request of the Board of Texas State Hospitals and Special Schools to survey the administration of the 21 hospitals and other institutions under that board's jurisdiction.

The *Thirty-ninth Annual Report* of the Toronto Bureau of Municipal Research (1953) states that the recent federation of Toronto and twelve suburbs is "the most fundamental metropolitan legislation since the creation of the administrative district of Greater Berlin in 1920." The bureau expresses its continuing interest in "amalgamation," however, agreeing with Prime Minister St. Laurent that "federation is not necessarily the final form of government for greater Toronto."

The Citizens Research Institute of Canada, which shares staff and accommodations with the Toronto Bureau, has issued its *Annual Report and Year Book* (Toronto, 1953) also. President J. T. Bryden expresses his amazement that "so much could be accomplished in these times" on the 1952 combined budget of slightly less than \$30,000 for these two organizations.

#### Bureau Reports

**39th Annual Meeting—January 30, 1953:** Report by the Director, Norman N. Gill. Milwaukee 2, Citizens' Governmental Research Bureau, Inc., *Bulletin*, January 30, 1953. 5 pp.

**We Are the Lake County Civic League.** Waukegan (Illinois), Lake County Civic League, *The Civic League Reporter*, March 12, 1953. 2 pp.



## Research Pamphlets and Articles

### Building Codes

**What Building Code (or Codes) May Be Adopted?** By Joshua H. Vogel, Alfred L. Miller and George D. Smith. Seattle 5, Association of Washington Cities, *Washington Municipal Bulletin*, March 23, 1953. 35 pp.

### Charter Revision

**The New Orleans Story. A Case History in Charter Revision.** By Val C. Mogensen. New York 20, Governmental Research Association, Inc., *GRA Reporter*, March-April 1953. 4 pp.

### Debt

**New Debt Control. Financing Policies Point Way to Better Debt Management.** Philadelphia 7, Bureau of Municipal Research, *Citizens' Business*, April 6, 1953. 4 pp.

**A Summary of the Bonded Debt in Indianapolis.** Indianapolis, Chamber of Commerce, Bureau of Governmental Research, April 1953. 13 pp.

### Education

**An Analysis of the Illinois Foundation Program of Public School Support.** By William P. McLure. Urbana, University of Illinois, Bureau of Research and Service, College of Education, *University of Illinois Bulletin*, May 1952. 59 pp.

**Kentucky's Schools: Past, Present and Future.** Frankfort, Kentucky Legislative Research Commission, February 1953. 15 pp.

**Schools Ask Extra Millage.** Detroit 26, Citizens' Research Council of Michigan, *Council Comments*, March 30, 1953. 3 pp.

### Federal-state Relations

**Will Centralized Government Deflate? Centralization 'Trend' Can Be Halted Now By Better Allocation of Federal-state Functions, Tax Sources.** By Herbert J. Miller. New York 20,

Tax Foundation, Inc., *Tax Review*, April 1953. 6 pp.

### Parking Meters

**Parking Meters in Tennessee.** Their Number, Use, Yield, Successful Practices and Model Meter Ordinance. By E. W. Meisenholder III. Knoxville, University of Tennessee, Municipal Technical Advisory Service, Division of University Extension, April 1953. 72 pp.

### Planning

**City Planning—Where Do We Go From Here?** Lincoln 8 (Nebraska), Governmental Research Institute, Inc., *Bulletin*, April 1953. 4 pp.

### Public Safety

**State Coordination of Safety Programs.** By Edward F. Staniford. Berkeley, University of California, Bureau of Public Administration, March 1953. 27 pp. \$1.00.

### Reapportionment

**Reapportionment Referendum: Questions and Answers to Help Voters Decide on April 7 Referendum.** Madison 3, Wisconsin Taxpayers Alliance, *The Wisconsin Taxpayer*, April 1953. 8 pp.

### Refuse Disposal

**Composting Organic Refuse from Municipalities.** By Bradley Card and Harold B. Gotaas. Los Angeles 17, League of California Cities, *Western City*, March 1953. 5 pp.

**Objectives of Waste Collection and Disposal.** Philadelphia 4, University of Pennsylvania, Associated Institutes of Government of Pennsylvania Universities, *Municipal Administration*, April 1953. 2 pp.

### Salaries

**How Much Salary for Teachers?** Los Angeles 14, California Taxpayers' Association, *The Tax Digest*, April 1953. 6 pp.

**Teachers Salaries.** San Francisco, Bureau of Governmental Research,

*Bulletin*, April 9, 1953. 2 pp.

**Teachers Salary Schedules.** Des Moines, Taxpayers Association, *Civic Flashes*, April 10, 1953. 1 pp.

#### ***Sewage Disposal***

**Down the Drain with Food Wastes.** By Lee A. Gilman. Nashville, Tennessee Municipal League, Municipal Technical Advisory Service, *Tennessee Town & City*, March 1953. 5 pp.

#### ***Sewer Charges***

**Sewer Service Charges in California Cities.** Los Angeles 17, *Western City*, February 1953. 7 pp.

#### ***State Reorganization***

**The State Government Survey Committee Report.** Harrisburg, Pennsylvania State Government Survey Committee, 1953. xi, 94 pp.

#### ***Taxation and Finance***

**Pertinent Financial Data City of Baltimore As At January 1, 1953.** Baltimore 2, Commission on Governmental Efficiency and Economy, Inc., 1953. 16 pp.

**Problems of Government and Finance in Marion Township.** Columbus 15 (Ohio), Citizens Research, Inc., 1953. 14 pp.

**Property Tax Trends in Utah.** Salt Lake City 1, Utah Foundation, *Research Report*, April 1953. 4 pp.

**A Review of Urban Fiscal Development.** By Paul Malone. Lawrence, University of Kansas, Governmental Research Center, *Your Government*, April 15, 1953. 4 pp.

**Tax Debaters' Handbook:** Outline of Arguments For and Against Certain Major Tax Measures. Philadelphia 7, Bureau of Municipal Research, *Citizens' Business*, April 27, 1953. 6 pp.

**Total 1952 Taxes.** Collections by Federal, State and Local Governments Establish New Record. Madison 3,

Wisconsin Taxpayers Alliance, *The Wisconsin Taxpayer*, May 1953. 6 pp.

#### ***Television***

**Television Ordinances.** Seattle 5, Association of Washington Cities, in cooperation with the Bureau of Governmental Research and Services, University of Washington, *Washington Municipal Bulletin*, February 26, 1953. 20 pp.

#### ***Traffic***

**Transportation and Traffic.** Bureau Report Recommends Creation of Urban Transportation and Traffic Board. Philadelphia 7, Bureau of Municipal Research, *Citizens' Business*, April 13, 1953. 6 pp.

**Urban Traffic Forum: 13 Answers to How Big Cities Can Save Their Downtown Districts from Strangling in Their Own Congestion.** *Architectural Forum*, February 1953. 8 pp.

#### ***Trailer Camps***

**The Problem of Trailer Camps.** Vermillion, League of South Dakota Municipalities, *South Dakota Municipalities*, March 1953. 2 pp.

#### ***Unemployment Compensation***

**Financing Unemployment Compensation.** New York 20, Tax Foundation, 1953. 40 pp.

**Utah's Unemployment Compensation Program—1953.** Salt Lake City 1, Utah Foundation, *Research Report*, March 1953. 4 pp.

#### ***Units of Government***

**Units of Local Government in Connecticut.** By Max R. White. Storrs, University of Connecticut, Institute of Public Service, 1953. 27 pp. 25 cents.

#### ***Zoning***

**Report on Proposed Zoning Ordinance for Portland.** Portland (Oregon), City Club, *City Club Bulletin*. March 20, 1953. 10 pp.

# Books in Review

**The Municipal Year Book 1953.** Edited by Clarence E. Ridley, Orin F. Nolting and David S. Arnold. Chicago, The International City Managers' Association, 1953. x, 602 pp. \$10.

Among the many useful contributions of the International City Managers' Association, by no means the least is the annual publication of *The Municipal Yearbook*. It is one of the best of the many yearbooks now being published in the United States. The local official, researcher or citizen leader who does not have each successive year's edition near at hand is handicapped indeed. Special articles and tables on specific subjects frequently appear in a volume, and they are not reprinted later because the original text remains useful for several years. As usual, the current edition carries references in the index to such items in the past.

Some valuable additions mark this 1953 version. A chapter on economic classification of cities and metropolitan areas compares selected data on employment and residence ratios, manufacturing, retail and wholesale trade, education, government, transportation and so on. It is good to see more emphasis on the metropolitan aspects of urban problems appearing each year.

For the first time the *Yearbook* shows management and financing data for more than 300 city and city-county hospitals. There are statistics on city use of special assessments to finance public improvements, the types of improvements financed, use of advance payments, temporary loans, allocation of costs to property owners, and the extent to which cities share in financing.

New material appears on the subject of off-street parking, subdivision regulation, airport zoning, and sewer and water service outside city limits.

The continuing sections of the *Yearbook*—e.g., city manager directory, governmental data on cities, etc.—have been brought up to date from information gathered by the ICMA, the Bureau of the Census and other recognized sources. And there are reviews of the past twelve months' activity in most of the fields of municipal concern.

Investment in one of these volumes will be amply repaid.

GUTHRIE S. BIRKHEAD

**Government by the People—The Dynamics of American State and Local Government.** By James M. Eurns and Jack W. Peltason. New York, Prentice-Hall, Inc., 1952. iv, 158 pp.

This small book is the state and local section of *Government by the People*, published by the same authors earlier in 1952. The combined volumes are intended for use as a text in college beginning courses on government. By the use of a popular style of writing, cartoons and other graphic materials, however, the authors may appeal to a wider audience. A national book club recently chose the volume on the national government as one of its offerings.

**Community Power Structure—A Study of Decision Makers.** By Floyd Hunter. Chapel Hill, The University of North Carolina Press, 1953. xiv, 297 pp. \$5.00.

Asserting that there "appears to be a tenuous line of communication between the governors of our society and the governed" and that "the line of communication between the leaders and the people needs to be broadened and strengthened," Professor Hunter has studied the political, social and economic power in a city of half a million population, which he gives the fictitious name of "Regional City."



He explains in sociological terms the nature of the leadership exercised by business and labor leaders, socialists and politicians in his laboratory city. The conclusion deals at length with problems people face in living in the overpowering modern city and in taking part in all kinds of public decisions affecting themselves.

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**Governments in the United States in 1952.** By Bureau of the Census. Washington 25, D. C., Superintendent of Documents, U. S. Government Printing Office, 1953. 49 pp. 30 cents.

Once again the Census Bureau has issued this highly useful compilation of statistics on types, number and location of units of government. The total of units continues to decline, now having dropped 24.7 per cent since 1942. The consolidation of small school districts, however, is chiefly responsible for this change: the total of school districts has gone down 38 per cent in the past decade. Perhaps more significant is a fact hidden by the over-all figures: the number of special districts has increased by 48.4 per cent during the same period.

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## Additional Books and Pamphlets

(See also *Researcher's Digest* and other departments)

### *Civil Service*

**Is There a Job for Me in New York State Government?** Albany, New York State Department of Civil Service, 1953. 16 pp.

### *Courts*

**Judicial Administration and the Common Man.** Edited by Benjamin Kaplan and Livingston Hall. Philadelphia, American Academy of Political and Social Science, *The Annals*, May 1953. 179 pp. \$2.

### *Criminal Law*

**Administration of Criminal Law.** By Ernst W. Puttkammer. Chicago 37, University of Chicago Press, 1953. 249 pp. \$5.

### *Debt*

**Delaware Port Authority \$100,000,000 Bridge Bonds.** By John K. Costello. (Address before the Municipal Forum of New York.) New York, The Forum, 1953. (Apply E. Joseph Scherer, c/o B. J. Van Ingen & Company, 57 William Street, New York 5.)

### *Highways*

**Progress of the Federal Aid Urban Highway Program.** By C. D. Curtiss and R. W. Kruser. Chicago 37, The American Municipal Association, 1953. 8 pp. 50 cents.

**Report of the United States Conference of Mayors for Submission to the Subcommittee on Roads of the House Committee on Public Works Hearings on the Federal Aid Highway Program.** Washington, D. C., the Conference, 1953. 20 pp.

### *Housing*

**Residential Development in Baltimore City and Baltimore County.** Baltimore 2, Maryland State Planning Commission, 1953. 45 pp.

### *Industry*

**Industries for Small Communities.** With Cases from Yellow Springs. By Arthur E. Morgan. Yellow Springs, Ohio, Community Service, Inc., 1953. 108 pp. Clothbound, \$2; Paperbound, \$1.50.

### *Intergovernmental Relations*

**The Crossword Puzzle of Government Relations.** By Carl H. Chatters. (Address before the Municipal Forum of New York.) New York, The Forum, 1953. 8 pp. (Apply E. Joseph Scherer, c/o B. J. Van Ingen & Company, 57 William Street, New York 5.)

### **Municipal Government**

**Modern Management for the City of New York.** Report of the Mayor's Committee on Management Survey (In Two Volumes). New York, Mayor's Committee, 1953. 307 and 876 pp.

### **Parking**

**The Big Squeeze.** A Report on The Chamber of Commerce Parking Clinic, Tuscaloosa, Alabama, February 20, 1953. Washington 6, D. C., Chamber of Commerce of the United States, 1953. 59 pp. Illus.

### **Public Employment**

**City Employment in 1952.** Washington 25, D. C., Department of Commerce, Bureau of the Census, 1953. 32 pp. 25 cents.

### **Pupil Transportation**

**Public School Pupil Transportation.** A Report of the Joint State Government Commission to the General Assembly of the Commonwealth of Pennsylvania. Harrisburg, the Commission, 1953. 44 pp.

**Selected References on Pupil Transportation.** By E. Glenn Featherston. Washington 25, D. C., Federal Security Agency, Office of Education, 1952. 16 pp.

### **Recreation**

**Service Fees and Charges.** By William Miller. Madison, Wisconsin Park and Recreation Society (a Section of the League of Wisconsin Municipalities), *News Bulletin*, May 1953, 3 pp.

### **Refuse Disposal**

**Swine Feeding Method of Garbage Disposal.** By John R. Kerstetter and Robert Bugher. Chicago 37, American Municipal Association, 1953. 12 pp. \$1.00.

### **Retirement Systems**

**Retirement Systems for State Employees.** A Summary of Principal Provisions of State Retirement Laws As They Pertain to General State Employee Personnel. Madison 1, Wis-

consin, American Federation of State, County and Municipal Employees, Civil Service Department, November 1952. 16 pp.

### **Taxation and Finance**

#### **Cigarette Taxes in the United States.**

A Brief Digest of Important Statistics with Interpretive Comments. Richmond, Virginia, National Tobacco Tax Research Council, 1953. 42 pp.

**Economy in the National Government.** By Paul H. Douglas. Chicago, University of Chicago Press, 1952. vii, 277 pp. \$3.75.

**Excess Profits Taxation.** A Symposium. By Alfred G. Buehler, E. Gordon Keith, etc. Princeton, New Jersey, Tax Institute, Inc., 1953. viii, 183 pp. \$5.

**Federal Grants and Controls Affecting Municipalities.** A Brief Review with a Statistical and Financial Summary of Their Current Status. By Carl H. Chatters and Randy H. Hamilton. Chicago 37, American Municipal Association, December 1952. 12 pp. \$1.00.

**Should the Excess Profits Tax Be Re-enacted.** By Robert S. Ford, Joseph H. Crown, Stanley H. Ruttenberg, Merryle Stanley Rukeyser and Emerson P. Schmidt. Princeton, N. J., Tax Institute, Inc. 1953. 32 pp. 50 cents.

**State Tax Legislation. Two Decades of Federal Tax Legislation.** Princeton, N. J., Tax Institute, *Tax Policy*, November-December, 1952, and January-February, 1953. 20 and 16 pages respectively. 50 cents each.

**Summary of State Government Finances in 1952.** Washington 25, D. C., Department of Commerce, Bureau of the Census, 1953. 21 pp. 15 cents.

### **Town Government**

**Digest of 1953 Laws Affecting Towns.** Albany, Association of Towns of the State of New York, 1953. 48 pp.





League business at the June 4 meeting of the executive committee are, left to right, Cecil [unclear], council member; Richard S. Childs, executive committee chairman; Alfred Willoughby, executive director; George S. Van Schaick and John S. Linen, NML vice presidents; and Former Governor Charles Edison, chairman of the League's Council.

## About Appointed Quarter Consultant

John E. Bebout, assistant director of the League, has been chosen as a consultant to the Newark (New Jersey) Quarter Commission. Establishment of the commission was authorized by the voters at the municipal election in May.

Other consultants named were Dr. Arthur H. Gulick, president, Institute of Public Administration; Bennett M. Chisholm, director, Bureau of Government Research, Rutgers University; Henry Connor, director, Bureau of Municipal Research, Newark; and Dr. William Miller, research director, Princeton University.

Mr. Bebout, a resident of New Jersey, served several years ago as consultant to the New Jersey Commission on Municipal Government (Faulkner Commission) of which Bayard Rustin, a member of the League's Council, was chairman, and which sponsored the law under which Newark is proceeding. Former head of the Department of Government at the University of Newark, Mr. Bebout also taught history and political science at Rutgers University.

## 50 LOCAL GROUPS

(Continued from page 318)

Legion Auxiliary; Bessie Sheffield, president, Railway Business Women's Club; Emily Pleasants, president, Know Your Government Club; Mabel E. Montgomery, president, Richmond Altrusa Club; William R. Gardner, vice president, Hampton Gardens Association; Mrs. Thelma L. Downey, president, Pilot Club; Wilmer L. O'Flaherty, Richmond Rotary Club; S. H. Barner, vice president, Forest Hills and Westover Men's Club; Edmond H. Brill, Jr., Richmond Chamber of Commerce.

Also, John C. Hildebrand, president, Oakwood-Chimborazo Civic Association; Johnson C. Moss, vice president, Richmond Lions Club; R. Pierce Lumpkin, Richmond First Club; Dr. E. W. Gregory, Jr., president, Richmond Area Community Council; Hilton J. Herrmann, vice president, Westham Civic Association; Mrs. Robert R. Reese, president, Quota Club of Richmond; Paul E. Spivey, president, Richmond Lions Club; Martin B. Williams, president, Sherwood Park Association; Earle Minton, vice president, Manchester Lions Club; Mrs. St. George T. Lee, president, Richmond Junior League; R. H. Hardesty, Jr., and Claude R. Davenport.

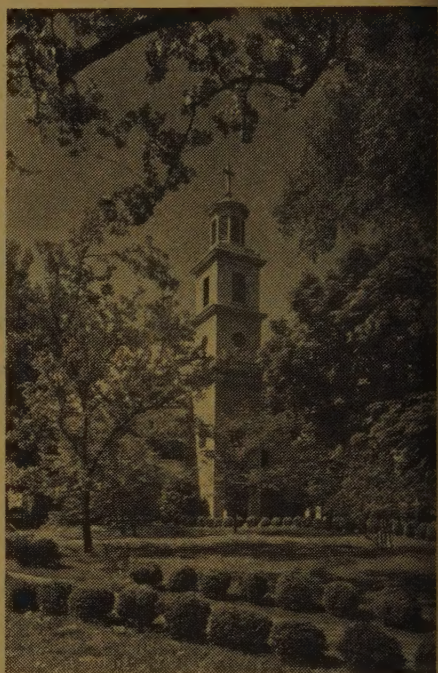


# Historic Richmond — Tourist's Paradise

The 1953 Conference city, Richmond, is much more than the statistics you'll find in a fact book. It is a thriving, progressive community looking to the future but not without pride in the part it played in the early development of the country.

The booklet, *Richmond—Her Story and Her Spirit*, provides the following description of the character of the city: "No one can long live in the mellowness of Richmond without feeling that here is a calm that is not dead but gay, an ease and a friendliness that is real and not assumed, a determination to build always for the future but never to forget the heritage of the past, a will to be of such a quality that it cannot fail to give strength to the nation."

Richmond is a blend of the old and the new, a city mellow yet modern. Among its twentieth century office buildings shrines abound to remind the visitor of its role in the history of America, among them General Lee's home, now the home of the Virginia Historical Society; the Edgar Allen Poe shrine; St. John's Episcopal Church, built in 1741; the Confederate Museum, which was the White House of the Confederacy from 1861 to 1865; the John Marshall House; Capitol Square, with its equestrian statue of George Washington; the Capitol Building, designed by Thomas Jefferson, in the rotunda of which is the only life-size statue of Washington posed from life which exists today; the Governor's Mansion; St. Paul's Church, where General Lee and President Jefferson Davis worshipped during the Civil War; and Monument Avenue, along which are statues of many Confederate leaders, including Lee, Davis, "Stonewall" Jack-



St. John's Episcopal Church, Richmond, built in 1741.

son and J. E. B. Stuart, the cavalry general.

Richmond has many other cultural attractions, including the Virginia Museum of Fine Arts, the Valentine Museum and the University of Richmond with its Richmond College for men and Westhampton College for women.

## ***Bebout Speaks on Home Rule***

"Home Rule — Its Impact on Local Self-Government" was the title of an address made by John E. Bebout, assistant director of the League, at the second annual Conference on Home Rule Problems May 23 sponsored by the Rhode Island Home Rule Association. Sessions were held at Bryant College, Providence.